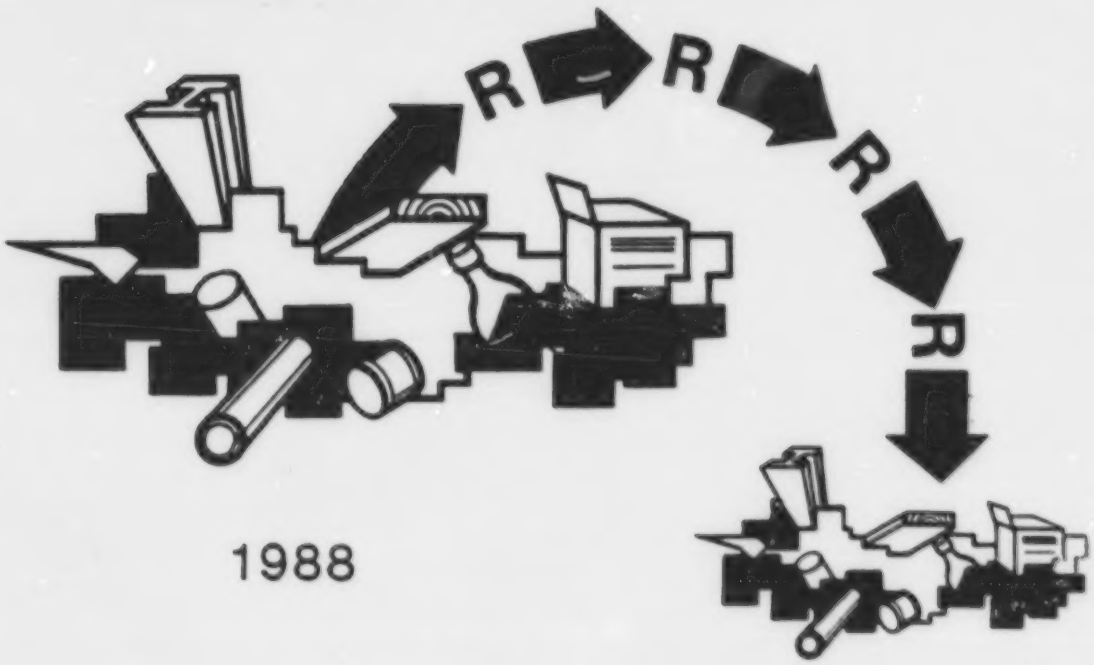
Canadian Council of Ministers of the Environment

CCME

Le Conseil canadien des ministres de l'environnement

Stakeholder Positions and Response to the Development of the National Packaging Protocol



1988

2000

IP-115
May 1990

92-00352/

STAKEHOLDER POSITIONS AND RESPONSES TO THE DEVELOPMENT OF THE NATIONAL PACKAGING PROTOCOL

MWR & Associates
to MacLaren Engineers
for submission to the
Canadian Council of Ministers of
the Environment
May 1990

•Printed on recycled paper•

REVIEW NOTICE

This report has been reviewed by the Conservation and Protection, and approved for publication. Approval does not necessarily signify that the contents reflect the views and policies of Environment Canada. Mention of trade names of commercial products does not constitute recommendation or endorsement for use.

This unedited version is undergoing a limited distribution to transfer the information to people working in related studies. This distribution is not intended to signify publication and, if the report is referenced, the author should cite it as an unpublished report of Environment Canada.

READERS COMMENTS

Readers who wish to comment on the content of this report should address their comments to:

David G. Hay
Office of Waste Management
Waste Management Branch
Environment Canada
Ottawa, Ontario
K1A OH3

TABLE OF CONTENTS

1.0 EXECUTIVE SUMMARY AND CONCLUSIONS

2.0 INTRODUCTION

2.1 COMPOSITION OF THE NATIONAL TASK FORCE ON PACKAGING

2.2 THE CONSULTATION PROCESS

2.3 A NOTE ON ACHIEVING CONSENSUS

3.0 INITIAL POSITIONS

3.1 GUIDING PRINCIPLES

3.2 COMMON ELEMENTS

3.3 POINTS OF EMPHASIS

3.4 OTHER FINDINGS

4.0 REGIONAL WORKSHOPS

4.1 ATLANTIC CANADA

4.2 QUÉBEC

4.3 ONTARIO

4.4 THE MID WESTERN PROVINCES

4.5 BRITISH COLUMBIA

5.0 A PRELIMINARY PROTOCOL

6.0 THE NATIONAL WORKSHOP

7.0 TARGETS

8.0 FINAL PROTOCOL

APPENDICES

A. TASK FORCE MEMBERS

B. NAPP NEWS EDITIONS

C. ACCEPTABILITY CRITERIA AND COMPONENT PRIORITIES

D. CONSULTATION DOCUMENT

E. LIST OF CONSULTATION PARTICIPANTS

F. PROTOCOL DRAFT ONE

G. PROTOCOL DRAFT TWO

H. FINAL PROTOCOL

section 1

1.0 EXECUTIVE SUMMARY AND CONCLUSIONS

This report documents the stakeholder development process in conjunction with the creation of a National Packaging Protocol for Canada. This process included meetings with the National Task Force on Packaging, a group representative of those who have an interest - a "stake" - in the resolution of packaging waste: industry, government, environmental and consumer groups.

The stakeholder development process included meetings with the Task Force, six regional workshops held across Canada, the publication of a newsletter circulated to over one thousand stakeholders, and two national workshops.

The final result of this consultative process and extensive technical research undertaken by consultants retained by the Task Force, is the National Packaging Protocol (see Appendix H). Outlined below are the key considerations which were taken into account as a result of the consultation program.

Definitions

A call for clarity was heard throughout the country during this process. Terms like reduction, reuse, recyclable, environmentally friendly, biodegradable - a clear understanding of these terms was found to be most important in resolving some of the key conflicts.

Leadership

The Task Force appreciated the importance of this initiative. The importance that it be nationally applicable, preferring that provinces not pursue independent courses of action, leaving industry confused and unable to comply with varying requirements.

This required the federal government to take a leadership role, and set standards for each of the stakeholders to meet. Also recognized was the lead role Canada would be taking internationally in this issue, particularly in light of the free trade relationship recently established with the United States.

Environmental Protection and Trade-offs

The underlying principle of the Protocol was environmental protection. This meant acknowledging that when assessing the four R's: source reduction, reuse, recycling, and recovery, although one might accomplish a significant overall reduction in waste, it might be more detrimental to the environment. Therefore trade-offs would need to be identified and choices made.

Realism

At the same time, packaging industries employ thousands of Canadians. The impact of the Protocol on jobs, on the economic viability of the industry and, on the prosperity of certain regions of Canada needed to be factored into its development.

Another area where realism was necessary was in the consideration of recycling systems. Not all parts of Canada have infrastructures in place to collect or process recyclables. Markets were identified again and again as the most critical issue. Also, shortages of supply of recycled stock prohibited the establishment of national minimum content standards.

Value of Packaging

The health and safety benefits of proper packaging need to be acknowledged. Some packaging will never be eliminated for these reasons. Other packages have already been improved upon.

The Importance of the Consumer

The creation of a "conserver ethic" is totally dependent on the consumer shifting away from a convenience-driven mode of purchasing, to one which considers the environmental impacts of each purchase.

Industry consistently expressed their concern that they only *make* the package. The consumer is the one who decides to buy it.

Regional Variation

The Protocol needs to be realistic about the varying priorities and needs of each province. In some, the pressure of diminishing landfill space is critical; in others the primary concern is litter. Each however shares a concern about the proper management of resources.

This naturally affects the priority each will place on establishing infrastructure, therefore achievement of the Ministers' goals cannot be dependent on nationally identical solutions.

In some provinces energy recovery methods (particularly refuse-derived-fuel and energy-from-waste systems) are part of their integrated waste management strategy. In others, only the first three R's: reduction, reuse and recycling are acceptable. Consequently the fourth "R" - recovery - was not included within the scope of Task Force work.

Equity and Competitiveness: "The Achilles Heel"

This initiative needs to have an impact on all those who are a part of the packaging industry: material producers, package manufacturers, package designers and users, distributors, and retailers. Each has a role to play in achieving the Ministers' goal.

Similarly, the Canadian packaging industry is not to be disadvantaged in its efforts to compete with imported packaging and packaged goods. Some mechanism needs to be found to ensure a "level playing field".

Funding

Implementing this policy will require the combined resources of industry and government. Neither the public or the private sector can bear the entire burden. However, taxation is perceived as punitive and counterproductive by many.

Others prefer a levy applied to the amount of packaging waste, applied at the time of disposal. However, this also will pose problems, particularly for smaller communities not equipped to measure volumes or weight.

Voluntary Initiative with Monitoring

Preference across the country is for a voluntary system, to include a monitoring mechanism to ensure targets will be met. There is widespread recognition that if the Protocol does not accomplish the Ministers' goals voluntarily, then more aggressive measures will need to be taken.

The results of these considerations is the National Packaging Protocol.

section 2

2.0 INTRODUCTION

In April 1989, the then Canadian Council of Resource and Environment Ministers (CCREM) - now the Canadian Council of Ministers of the Environment (CCME) stated:

> "Waste management is an urgent and pressing national problem. Some jurisdictions are already running out of landfill sites, in part because Canada is one of the most wasteful nations. For this purpose Ministers have instructed the Waste Management Committee of CCREM to develop a packaging policy for Canada within a broad review of solid waste management opportunities including government purchasing and recycling policies. It was agreed that targets and schedules for waste minimization be established including a fifty (50) percent reduction in waste generation by the year 2000."

In response to this task, the CCREM Waste Committee in the spring of 1989 established a National Task Force on Packaging, charged with the responsibility of developing a national policy to reduce packaging in Canada. The work of the Task Force was to be completed by the spring of 1990, for immediate implementation to achieve the year 2000 goal.

2.1 Composition of the National Task Force on Packaging

The Task Force was comprised of twenty eight representatives from the Government of Canada, each provincial government and the Territories, together with members representing municipalities, relevant industry associations and environmental and consumer groups.

At their first meeting the Task Force agreed to retain consultants to assist in the development of this national policy by providing necessary technical

assistance. Part of this assistance included determining the concerns and positions of key stakeholders with respect to:

- the development of a national policy to reduce packaging;
- concerns of each material and industry sector;
- regional issues to be considered;
- jurisdictional issues;
- the commitment of each stakeholder to the goal of the policy.

Meetings were held by the Task Force in June, August, September and October, November (1989), and January and February (1990). The consulting team were present at all but the first meeting.

The consulting work (and accompanying consultations) were divided into two phases: the first ran from August - October, 1989; the second from November - March, 1990. It was during this first phase of work that the Task Force established a Protocol as the most effective means to accomplish the goal set by the Ministers. This document is hereafter referred to as The National Packaging Protocol (NAPP).

2.2 The Consultation Process

During the first phase of work, consultations were primarily with members of the National Task Force and their memberships. In addition to discussions during Task Force meetings, members were consulted on an individual basis throughout the study period (August-October).

These consultations included:

- the exchange of relevant data and information obtained by Task Force members with respect to their constituency and packaging;
- clarification of the key issues each considered of high priority in developing the NAPP;
- the criteria upon which to base the Protocol;
- the priority each would place on various possible components.

Materials developed by the consulting team assisted Task Force members in determining these priorities and the level of consensus to be achieved on various options. (See: Acceptability Criteria and Component Priorities for the development of the NAPP, Appendix C)

In addition to the views of the Task Force members, the consultant team communicated with various government, industry and consumer/ community groups throughout Canada and the United States on the topic of packaging.

First National Workshop

On October 3, 1989 a "national" workshop was convened at the Metro Toronto Convention Centre, to provide a public opportunity for a broader representation of stakeholders to discuss the NAPP. Over 300 invitations were sent to industry, government, consumer and environmental groups

across the country, based on lists provided by Task Force members representing each constituency, of which 63 attended (see Appendix E).

Participants were provided with an overview of the process of developing the NAPP and a presentation on the technical findings to date of the consulting team. They were then asked to comment on:

- six Guiding Principles to which the Task Force had agreed on as a foundation upon which to develop the Protocol;
- acceptability criteria and component priority worksheets provided by the consultants, to assist in beginning to assess options;
- the goals of the Protocol;
- any regional or sectoral issues which should be considered.

The workshop was conducted primarily in English with simultaneous translation into French provided.

Program Expanded

Based on the first phase of work, the Task Force agreed that there was a requirement to provide information to a broader audience of stakeholders.

Specifically it was felt that in order to reach beyond central Canada, a more proactive program to solicit the input of industry and environmental groups across the country was necessary. As a result, three initiatives were undertaken.

The first was the establishment of a newsletter-"NAPP News"-for distribution to stakeholders, to inform them of the progress to date and of the mechanisms available to them to participate.

The second was a series of Regional Workshops to be held in late November and early December, to receive specific regional input from invited participants.

The third was a final National Workshop to be held in Ottawa, to report on the result of the work of the Task Force, and to provide one final public review prior to submission of the Protocol to the CCME.

Feedback received as a result of NAPP News and the regional workshops was to be fed back to the Task Force for integration into the Protocol. The document was to be re-drafted, for a final review at the Ottawa National Workshop.

2.3 A Note on Achieving Consensus

Perhaps one of the most valuable lessons learned from Phase I of the work of the Task Force was observing the process of achieving consensus as one which evolves over a period of time.

The clarification of terms, in combination with obtaining more accurate information, assisted Task Force members to clarify and refine their positions

with respect to this Protocol and its implications - for not only their own constituency - but those of others as well.

Initial positions are provided in this report to provide the reader with some appreciation for the degree to which Task Force members came to appreciate the priorities of other stakeholders, and the demands being brought to bear on each. For the purposes of this report, care has been taken not to overstate these initial positions. The evolutionary process made reference to above is well evidenced by comparing the following statements with the final document.

section 3

3.0 INITIAL POSITIONS

3.1 Guiding Principles

The following statements were adopted by the Task Force as "Guiding Principles" in the development of the National Packaging Protocol:

- The underlying principle of the Protocol is environmental protection;
- The Protocol is to contribute to an overall reduction of solid waste by 50% by the year 2000, through the reduction of packaging in the waste stream, from a base year of 1988;
- The Protocol will set out an integrated 4R's approach, reflecting this hierarchy: reduction, reuse, recycling, materials recovery, energy recovery.
- A multi-stakeholder approach will be followed in developing the Protocol in the hopes of subscribing those key players from industry, government and special interest and citizen groups as identified by the Task Force;
- The Protocol will be applied to all domestically produced and imported packaging products and packaging material;
- The Protocol must be sensitive to and ideally compatible with provincial initiatives;

- The Protocol will be consistent with the concept of "sustainable development" and will take into account the economic impacts of its implementation.

3.2 Common Elements

Although differing on specific points certain priorities were identified, consistently by all Stakeholders in the development of the NAPP.

- **The Protocol should be applicable across the country but respect provincial variations.**

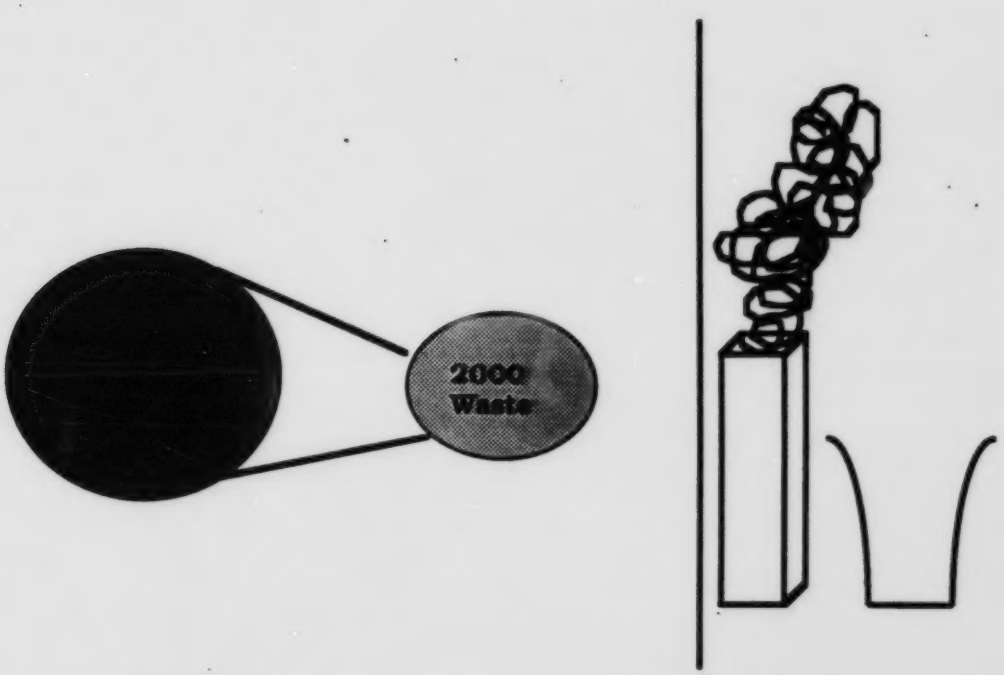
One of the purposes in developing a Protocol was to avoid the development of a patchwork of policies and regulations across the country. Industry compliance is perceived to be dependent on this national consistency. At the same time the Protocol must not conflict with the particular unique needs of each province.

The requirement that the Protocol provide for regional variation was a point which received significant emphasis at the October Stakeholder Workshop.

- **The Protocol should encourage the four R's in this sequence of priority: reduction, reuse, recycling, materials recovery, and energy recovery.**

Reduction was unanimously seen as the top priority, to be emphasized in the Protocol.

Task Force members positions with respect to certain recovery methods (defined as EFW, RDF, and incineration) varied from vehement opposition to the acknowledgement that some jurisdictions in Canada view incineration as an acceptable waste management method. A point of considerable discussion on the Task Force was whether these incineration measures could be included as a means to achieve the stated 50% waste *reduction* goal, or were to be viewed as a potential (dependent on jurisdictional preferences) disposal technique for the remaining 50%. The following diagram illustrates the *majority* position of the Task Force.



The majority agreed that incineration was not to be considered a reduction technique for the purposes of achieving the goal of the NAPP.

- **The Protocol is to contribute to an overall fifty percent (50%) *reduction* of solid waste by the year 2000, through the reduction of packaging in the waste stream, from a base year of 1988.**

There was considerable discussion among stakeholders as to the origin and legitimacy of the 50% figure, and clarification sought whether this was to be applied at the point of *generation* or *disposal*. Also part of this discussion was against which base year would this reduction be applied. There was also concern that a 50% reduction of projected waste levels in the year 2000 would in fact be about equal to current levels. Many stakeholders expressed the desire to not stop at 50% but to maximize reduction possibilities. The packaging diversion achieved would contribute to the overall waste reduction target of 50%. In keeping with an overall emphasis in the Protocol on reduction, stakeholders agreed that the focus of the NAPP would be on *generation* rather than disposal.

- **The Protocol should have articulated, measurable goals and be do-able.**

More specifically, a shared concern was that the Protocol should include specific goals, and targets which are measurable, in order that it be taken seriously by industry and other stakeholders.

- **The Protocol should contribute to the minimization of solid waste *and* environmental protection.**

Although levels of emphasis varied, stakeholders agreed that the net effect of the Protocol would be to contribute to the minimization of waste and the furthering of environmental protection. In fact, all agreed that environmental protection was the underlying principle of the NAPP.

- **The Protocol should promote consumer education regarding solid waste management and the environmental implications of packaging.**

Although varying once again in levels of emphasis, stakeholders agreed that the consumer is the ultimate stakeholder: consumer preferences influence product development and the extent to which Canadian society embraces a "conserver" lifestyle will greatly influence industry initiatives.

3.3 Points of Emphasis

- **Industry participants especially were resistant to material bans or taxation.**

Product or material bans - at worst executed municipally - were considered by industry as extreme measures perceived often as taken rashly without a thorough investigation of options. Industry also views taxation as a punitive measure, and one which will hinder innovation.

- **Developing appropriate regulation at all levels was viewed by some stakeholders as a priority.**

Some Task Force members considered legislation/regulation a critical ingredient of the Protocol. Of particular importance to these stakeholders was the application of *federal* legislation.

- **The Protocol should include incentives to encourage research and development to produce innovative packaging "technology".**

This was seen particularly by industry representatives as a positive approach to achieving the goals of the Protocol. These incentives were preferred by industry over other "punitive" measures.

- **Who will pay, consumer or generator?**

There was no clear consensus on this issue. Some adhered more strongly to the "polluter pay" adage. However industry representatives indicated that regardless of where extra costs or charges were applied, ultimately the consumer would pay. Consumer and environmental group representatives responded by adhering to a "polluter pay" principle. Industry emphasized that maintaining a competitive position in a free trade environment was an important factor when considering increasing costs.

- **Success of the Protocol is dependent on the continuing development of markets for recyclables.**

Industry and government participants emphasized the Protocol should promote the development of markets - nationally, internationally - for recyclables.

- **The Protocol should be sensitive to the variation of economic means of each of the provinces and cognizant of the already burdening handling costs being borne by municipalities.**

This point was emphasized by the provincial governments who are concerned with supporting municipal activities but have limited resources. Similarly The Federation of Canadian Municipalities emphasized their concern that municipalities are the ones left "holding the bag" *and* paying for its disposal.

- **The Protocol should be sensitive to the international scope of the industry and the implications of the FTA, the GATT, and EEC '92.**

Industry stakeholders strongly expressed their views that the exporting activity of the industry must be taken into consideration. Also with respect to imports, industry representatives were adamant that the Protocol apply to products entering the country.

Stakeholders agreed that in order to be effective in Canada, th NAPP must be applied to domestically produced *and* imported packaging products and packaging material.

3.4 Other Findings

- **A packaging product or material must be evaluated in terms of its overall environmental impact, its "life cycle".**

A point which was emphasized not only during Task Force meetings, but especially at the Stakeholder Workshop, was that the evaluation of packaging products or packaging materials needs to assess not only the contribution by weight or volume to the waste stream, but also energy consumption in production, transportation costs, toxicity and emission levels, and various other environmental impacts. In fact one specific recommendation which emerged from the workshop was that the NAPP include a sample "environmental audit" tool for use by industry and government.

- **Level of concern varied regarding the effect of the Protocol on the economy of certain regions or provinces, and its effect on certain industries.**

These points received a mixed response from stakeholders in terms of their priority. There was no consensus on whether those provinces or industries hardest hit by the Protocol should be compensated.

- **The retail industry expressed their concern that food stores not be a point of return for used packaging.**

Responsibilities from this sector emphasized that for safety and health reasons, as well as in terms of handling costs, food stores were not appropriate nor efficient vehicle for accepting return or administering deposits.

section 4

4.0 Regional Workshops

Provincial government representatives on the Task Force agreed to assist in the convening of regional workshops. The following locations were selected as hosts: Moncton (for New Brunswick, Nova Scotia, Prince Edward Island and Newfoundland), Montréal (for Québec), Toronto (for Ontario), Winnipeg (for Manitoba and Saskatchewan), Edmonton (for Alberta and Saskatchewan), and Victoria (for British Columbia). For ease of transportation, participants from Saskatchewan, the Yukon and the Northwest Territories were given a choice between the Edmonton and Winnipeg sessions.

The format for each of these sessions was to provide an overview of the Protocol development process and then to present the Consultation Document for discussion. This document (see Appendix C) included a series of possible actions to be taken by industry, governments and/or a multi-stakeholder group to achieve the year 2000 goal. Prepared to provide participants with a broad range of options, the document was divided into sections covering reduction, re-use, and recycling. Also part of the document were a variety of funding mechanisms to fund activities associated with the Protocol.

In some locations the session was a full day, in others a half day was sufficient. Each provincial host covered the meeting room and meal costs. The purpose of each session was not to arrive at a consensus, but rather to provide participants with an opportunity to comment on measures being considered by the Task Force. Hence, points rendered here were not necessarily agreed to by all participants, but were expressed by some.

4.1 Atlantic Canada

Moncton (December 4, 1989)

This session focussed on the response of the Atlantic provinces to the Protocol and included participants from Nova Scotia, Prince Edward Island, and New Brunswick. There were no attendees from either Newfoundland or Labrador. Due to a sudden snowstorm, several registered participants from Saint John and Fredericton were prevented from attending.

Discussion at the Moncton session focussed on:

- taking into account the ecological impact of reduction;
- the health and safety issues around reuse;
- the necessity of including a functioning infrastructure when defining "recyclable";
- the need for a clearer definition of banning toxics from packaging;
- the need to involve in the NAPP process advertising agencies who use packaging to market products, to educate consumers;
- to ensure the NAPP provides a level playing field, does not overly penalize one material or container over another, and is applied to imports;

- the need for the federal government to provide leadership.

In addition, some participants queried why resource-derived-fuel (RDF) initiatives were not on the table. Also mentioned was the need to involve more than the converters in the Environmental Life Cycle Audit, but also the manufacturers and the distributors. Support for the development of markets for recyclables was also stressed. Industry participants preferred incentives to motivate change rather than punitive measures. Finally, participants stressed that the NAPP take into account the special challenges industry in Atlantic Canada may be facing under the Free Trade Agreement between Canada and the United States.

4.2 Québec

Montréal (December 1, 1989)

The Montréal session followed closely on the heels of a lengthy negotiation period involving Québec industry and the provincial government. This three year process initiated by the previous provincial Minister, has resulted in the recent announcement of an Integrated Solid Waste Management Policy, and the establishment of an industry-funded collection mechanism: Collect Seléctive Québec.

Hence, the timing of the NAPP process was greeted certainly by industry and municipal government participants as somewhat of a revisiting of the issues they had endeavored to resolve through this new initiative.

Key points raised were:

- efforts toward greater standardization were perceived as unrealistic in the global marketplace;

- are parallel deposit and recycling systems compatible or will the consumer become confused?

- governments must be committed to this themselves and demonstrate that through procurement policies, other market support for recyclables, and the setting or realistic municipal tipping fees;

- the program must be national in scope but allow for regional variation.

A partnership between industry, government and consumers was seen as the preferred vehicle for change. Incentives were preferred to coercive actions, as participants felt this would discourage industry from being innovative. Also, several participants felt that energy recovery technologies (EFW and RDF) should not be excluded from the overall plan.

4.3 Ontario

Toronto (December 15, 1989)

The Toronto session drew the largest attendance of all the regional meetings, with over 125 participants. To a certain extent this made dialogue between participants quite difficult and reduced the level of spontaneity possible.

The focus on this session reflected the recent Ontario experience of implementing an extremely ambitious blue box recycling system. The popularity of this program - over 1 million household boxes - has created several challenges regarding markets and the contamination of supply, and has resulted in certain municipalities feeling over burdened with the maintenance of the collection systems.

The following major issues specific to the Protocol were raised:

- reduction targets should be sector specific and sensitive to those who have already accomplished a lot and those who still have a way to go;
- reuse opportunities should be evaluated on a case by case basis, and take into account energy usage and other environmental impacts which will affect the ecological balance.

There was a considerable range of opinions regarding deposit (reuse) systems:

- some felt reuse systems interfered with recycling systems, and were not practical because of shortages of available labour and storage space;
- still others proposed expanding reuse systems, through reuse within the home and perhaps through depots to be co-funded by industry and
- many participants felt standardization wasn't possible in a global marketplace;

- others suggested there were areas where this could be applied, such as by the Liquor Control Board;

- industrial packaging offered significant reuse opportunities;

Other general comments were:

- the "real" cost of recycling needs to be taken into account;

- the Protocol must address markets for recyclables;

- "recyclable" label good idea as long as system was in place and were markets;

- audit should not fall only to converters: some are too small, others have hundreds of products;

- federal government needs to provide leadership;

- competing legislation, particularly labelling, plus the gauge requirements to make a package insurable, were identified as examples of competing government priorities;

- industry must be self policing: regulations are counter productive and can't be enforced anyway.

Participants at this session felt very strongly that the Protocol must devise some mechanism to include imports in its requirements. There was a

general concern over enforcement: illegal packages which do not comply with existing legislation are already being sold. Finally, the general response to punitive regulation was discouraged, preferring the Protocol set targets but allow industry an opportunity to voluntarily meet them.

4.4 MANITOBA

Winnipeg (December 6, 1989)

Invitations to this and the Edmonton session were sent to identified stakeholders in Saskatchewan, the Yukon and the Northwest Territories.

The Winnipeg session included several participants from the newly formed Recycling Action Committee of Manitoba, responsible for developing an Action Plan for recycling and waste reduction in conjunction with the WRAP (Waste Reduction and Prevention) Act .

Points raised at this session were:

- the exclusion of energy-from-waste ignores the energy needs and transportation constraints of the north;

- the Protocol must not rely on recycling because of the significant infrastructure challenges we are faced with in the West;

- similarly certain types of reuse may not be practical because of distances making 2-way travel not feasible;

- the Protocol must allow industry to be innovative: to support and encourage, not interfere or constrain;

- consumers should be allowed to choose to buy the preferred product, so management costs should be built into individual *price* rather than universally applied as tax;

- minimum content standards pose a risk to health and are not realistic to achieve with respect to available supply of material;

- industry is more hesitant to invest large amounts of capital in areas it expects legislation: therefore they need assurances the rules, once set, will stay the same.

There was also considerable discussion at this session about the use of percentages and goals. A specific point made was if the Protocol is setting a per capita waste reduction target, should not the measures proposed reflect an orientation to the consumer and consumer choices. Also mentioned was the need for financial support for research and development, particularly in relevant engineering technologies. Participants cautioned government from "doing it all" or acting unilaterally - that it was important to continue to involve industry and consumer groups to ensure all were kept accountable.

ALBERTA AND SASKATCHEWAN

Edmonton (December 8, 1989)

A key emphasis of participants at the Edmonton session was the need for national consistency and discouraged the creation of a regulatory nightmare for industry.

In addition the following points were raised:

- labelling regulations already constrain our ability to reduce the package much more;
- consumers are very sophisticated and a little distrustful now of industry claims because of blurred definitions (eg: biodegradable, photo degradable);
- refillables done either industrially or by the consumer have health and safety risks and make the producer liable;
- government support for markets for recyclables is essential - procurement is only part of the solution;
- need research and development assistance, and marketing expertise;
- environmental impacts of reuse need to be considered;

- will harmonization under FTA interfere with Protocol;

- having converters responsible for the audit may not be reliable as they will be reluctant to expose themselves and face costs;

- will need to audit not only the cycle of the original package, but also that of its substitute, if it is deemed inappropriate.

A general concern was expressed with regard to the destination of funds generated through the Protocol. It was felt they should not just fall into the federal government's general revenue, but rather be used for instance to underwrite the significant capital costs the western provinces would be facing.

4.5 BRITISH COLUMBIA

Victoria (December 12, 1989)

The Victoria session coincided with the development of a cabinet submission on waste management being prepared by provincial officials, and also the recent introduction of a curb-side program in both Victoria and (soon) in the Greater Vancouver and Regional District.

Key comments expressed were:

- a more ambitious reduction target should be set, realizing that some material sectors have already accomplished much but others still have a distance to go;

- the *real* costs of recycling must be considered, and then attach that economic value to the container;

- markets are critical to the success of recycling in the West;

- we need to stimulate research and development to "close the loop", to encourage industry to integrate back into its own system all it generates;

- public education, particularly through the schools, is essential to people adopting a "pre-cycle" mindset;

- all Protocol measures, including the Environmental Audit, need to be applicable to imports and need to be *enforceable*;

- any regulations, if necessary, should be reasonable, staggered over a period of time, provide positive incentives, and give industry a fair opportunity to respond;

There was split opinion at this session about the success of refillables and deposits. Some were very positive about the recovery rate potential through deposits. Others anticipated the convenience needs of the consumer supported a curb-side collection vehicle. A question was asked: can both systems coexist or will the consumer be confused by the mixed messages? Also identified were certain Canadian Freight requirements necessary to insure a package, making reduction efforts not possible.

section 5

5.0 A PRELIMINARY PROTOCOL

Based on the regional consultations and technical work to date, a Draft Protocol was prepared for review by the Task Force in early January. Included were seven policy statements and proposed targets (see Appendix F: Protocol Draft One).

Following the January meeting, Task Force comments were integrated into a second draft for presentation at the National Workshop on February 15, 1990.

section 6

6.0 THE NATIONAL WORKSHOP

Intended as a final review opportunity, there were a total of 144 participants at this workshop. Participants once again represented the public, private and non-governmental sectors. Provincial governments subsidized where necessary the attendance of NGOs to attend. The agenda of the day included a brief presentation by the Chairman of the Task Force, and discussion of the Draft Protocol (see Appendix G: Draft Two). The following summarizes the points raised in response to the Draft Protocol.

- the document should be accompanied by a Glossary or Definition of Terms, defining especially *packaging, source reduction, re-useable,* and *recyclable;*
- individual industries need to be more adequately represented on the "multi-stakeholder group" to ensure a profit/loss perspective is
- similarly the multi-stakeholder group should have broader representation from municipalities, particularly from Québec and beyond Ontario;
- the Protocol must be equitable between material sectors (e.g.: glass, plastics etc), which may require setting varying targets for each;
- the Protocol should have minimal negative effects on the competitiveness of Canadian products, and therefore must apply to imports;
- toxicity should be identified as a factor in the assessment of packaging;

- public education should be given a higher priority;
- methodologies for measurement need to be identified;
- enabling legislation should be created if regulations prove necessary to achieving the targets;
- regional capabilities with respect to infrastructure and available supply of recycled materials will need to be taken into account.

Most participants expressed a preference that compliance with the Protocol be voluntary initially. Most acknowledged however that regulations might be necessary to ensure the Protocol was equitable among Canadian industry and applicable to imports.

With respect to the targets proposed, some participants expressed their concern that the interim figures were not ambitious enough, while others felt that for some sectors in particular they were not do-able.

Several participants referred to the absence of energy recovery initiatives from the Protocol. The position of the Task Force - that energy recovery techniques including incineration, energy-from-waste (EFW), and refuse-derived-fuel (RDF) were not accepted mechanisms to achieve the Ministers' goal and therefore not within the scope of its work - was clarified.

section 7

7.0 TARGETS

The Task Force considered several alternative targets and schedules to achieve the Ministers goals by the year 2000. Some members supported ambitious interim targets (ie 25% overall reduction by 1992) to coincide with similar waste management targets established in certain provinces. Other members were reluctant to establish a pace of progress they considered too ambitious, preferring to set doable interim targets for 1992 and expect progress to escalate during the 1992-2000 period.

The Milestone Targets as presented in the final Protocol reflect the following considerations:

- what was known to be technically achievable;
- that appropriate governments were responsible for establishing a regulatory framework in the event that these voluntary targets were not met;
- establishing interim target levels would provide a "bench mark" to effectively monitor progress toward the achievement of the Ministers goal;
- that interim targets would be reviewed annually;
- significant emphasis was to be placed on source reduction in achieving the targets;

- acknowledgement that some material sectors might require alternate targets in light of reductions already achieved;

- that recycling was to be defined as including industrial/commercial activity as well as programs administered by municipalities;

- that some provinces might choose to set alternate interim targets to be compatible with other waste management initiatives.

The result of these considerations are the Milestone Targets set out in the National Packaging Protocol.

section 8

8.0 FINAL PROTOCOL

On March 20, 1990 at their meeting in Vancouver, The Canadian Council of Ministers of the Environment endorsed The National Packaging Protocol, and challenged industry to achieve the initial targets voluntarily, while at the same time reinforcing their commitment to implement regulations if necessary to achieve their goal.

appendices

APPENDICES

A. MEMBERS OF THE NATIONAL TASK FORCE ON PACKAGING

B. NAPP NEWS EDITIONS

C. ACCEPTABILITY CRITERIA AND COMPONENT PRIORITIES

D. CONSULTATION DOCUMENT

E. LIST OF CONSULTATION PARTICIPANTS

F. PROTOCOL DRAFT ONE

G. PROTOCOL DRAFT TWO

H. FINAL PROTOCOL

appendix a.

Members of the National Task Force on Packaging

Walter Bilawich
Government of the Yukon

Drew Blackwell
Federation of Canadian Municipalities

G.W. Brown
Newfoundland Environment

Tim Carter
Canadian Council of Grocery Distributors

Adam Ciulini
Ontario Ministry of the Environment

Larry Dworkin
Packaging Association of Canada

Dr. Fred Edgecombe/Charmian Entine
Environment and Plastics Institute of Canada

Don Elsaesser
Saskatchewan Environment

Abe Finkelstein
Environment Canada

Richard Gilbert
Federation of Canadian Municipalities

David Hay (Chairman)
Environment Canada

Jay Jackson
Consumer & Corporate Affairs

Emery Paquin
Government of the NWT

Pat Kane
Alberta Environment

Shelagh Kerr
Grocery Products Manufacturers of Canada

Robert Lauzon
Environnement Quebec

Lisanne Losier
Environment Canada

Ruth Lotskar
Consumers Association of Canada

Mrs. A. McCaskill
External Affairs

Janet Parkhill
New Brunswick Environment

Denis Ryan
Nova Scotia Environment

Kara Symbolic
Canadian Environmental Network

Steve Shrybman
Canadian Environmental Law Association

Gerry Stewart
Prince Edward Island Environment

Jane Teeter
Agriculture Canada

Dave Thompson
Manitoba Environment (204) 945-7083

Marjorie Brown Watts
British Columbia Environment

appendix b.

Issue 1 December 1989

NAPP NEWS

A Publication Produced by the National Task Force on Packaging

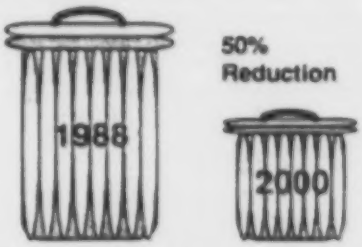
Ministers Create National Task Force to Develop Packaging Protocol

In April, 1989 the Canadian Council of Ministers of the Environment (CCME) called for a National Packaging Protocol (NAPP) to:

"develop a National Packaging Protocol by early 1990, which would set targets and schedules for the minimization of packaging waste and contribute to a ***50% overall reduction*** *in waste generation by the year 2000".*

A task force with representatives from each of the provincial governments, the Yukon and the Northwest Territories, together with representatives from industry and environmental and consumer groups, began meeting in the Spring to discuss these issues and develop an action plan to create the NAPP. A consulting team consisting of McLaren Engineers, Resource Systems Management International (RSMI), Coopers & Lybrand, and MWR & Associates has been retained to provide technical, legislative, and economic expertise, as well as to facilitate the process of developing a consensus among the many stakeholders.

The mandate of the Task Force is to have the NAPP completed by March 1990.



National Packaging Protocol Target

Draft Protocol to be Discussed at Regional Consultations

In October the Task Force convened a public workshop in Toronto to discuss the technical findings of the consultants and to establish the selection criteria to be applied to various measures being considered for inclusion in the Protocol.

Subsequent to this workshop and the conclusion of the first phase of work, a Draft Protocol has been prepared for comment by all stakeholders. In December a series of Regional Consultations is being conducted, to obtain feedback from industry, local and regional governments, consumer and environmental groups regarding the Draft.

Sessions are being held in the following cities on these dates:

Montréal	**December 1st**
Moncton	**December 4th**
Winnipeg	**December 6th**
Edmonton	**December 8th**
Victoria	**December 12th**
Toronto	**December 14th**

In addition, a national workshop is being held in Ottawa on **February 15, 1990** to provide a final public review opportunity

If you or any of your collegues or associates located across the country is interested in participating in one of these sessions, please contact the Consultation Coordinator, MWR & Associates (416) 369-9831.

Guiding Principles of the NAPP

As agreed by the Task Force:

•The underlying principle of the Protocol is environmental protection.

•The Protocol is to contribute to an overall reduction of solid waste by 50% by the year 2000, through the reduction of packaging in the waste stream, from a base year of 1988.

•The Protocol will set out an integrated 4r's approach, reflecting this hierarchy: reduction, reuse, recycling, materials recovery, energy recovery.

•The Protocol will be applied to all domesticallly produced and imported packaging products and material.

•The Protocol must be sensitive to and ideally compatible with provincial initiatives.

•The Protocol will be consistent with the concept of sustainable development and will take into account the economic impacts of its implementation.

Regulatory and Voluntary Initiatives Being Considered for Protocol

Both regulatory and voluntary initiatives are being evaluated by Task Force members and are the points of discussion at the Regional Consultations being held this month across the country. Each measure will be assessed in terms of its effectiveness in achieving the overall goal, the practicality of its implementation and the likelihood of compliance, its cost relative to its benefit, and its regional impact.

Another significant issue affecting which components will be included in the NAPP is its applicability to *imported* packaging material and products. Task Force members are keenly aware of the concern of industry that the requirements of the Protocol not place Canadian manufacturers or converters at a competitive disadvantage with their U.S. competitors.

Measures under consideration include:

• Industry and government adopting a "Code of environmentally good packaging practices"

• Establishing industry design guidelines for source reduction, re-use and recyclability

• Establishing compatible provincial recycling systems

• Government and industry to adopt procurement policies which favour reduced, re-usable and recyclable products

• Standardizing container sizes and material composition

• Encouraging a substitution policy for packaging products which do not meet "code" standards

• Establishing deposits on all reusable packaging

• Creation of a revenue source to finance initiatives either through an "environmental impact tax" or a voluntary contribution fund based on production/sales volumes

• Expanding waste exchange activities to include reusable packaging

• Establishing minimum post secondary material content levels

• Providing methodology for industry to perform environmental audits on the life cycles of their products and develop action plans to remedy, for government review

• Creating award incentives for innovation in the three r's

• Product labelling to identify recyclable packaging and/or recycled content

• Develop a public education program to create awareness and stimulate consumer demand for "well packaged" products

• Offer financial support to promote new technology and innovation such as lightweighting

• Mandating all material handling be reusable

Waste Incinertion Viewed as Disposal Technique Only

The positions of Task Force members with respect to certain recovery methods (defined as EFW, RDF, and incineration) range from vehement opposition to the acknowledgement that within some jurisdictions in Canada, incineration is viewed as an acceptable waste management method. A point of considerable departure for Task Force members has been whether incineration measures should be included as a means to achieve the stated 50% waste *reduction* goal, or if it is to be viewed as a potential (dependent on jurisdictional preferences) disposal technique for the remaining 50%. A majority has agreed that *for the purposes of the development of the NAPP*, incineration is not to be considered a reduction technique to achieve the goal of the Ministers. Industry participants however have urged that additional research and development activity be undertaken to assess the acceptability of new incineration techniques.

Coalition of North East Governors Establish Guidelines

The Task Force of the Coalition of Northeastern Governors (CONEG) consisting of the governors of Maine, Vermont, New Hampshire, Connecticut, Massachusetts, Pennsylvania, Rhode Island, New York and New Jersey issued their Interim Report in April 1989. Included was the recommendation of "a hierarchy of preferred packaging guidelines", specifically:

#1 No packaging
#2 Minimal packaging
#3 Consumable, returnable or refillable/reusable packaging
#4 Recyclable packaging/recycled material in packaging

Also emanating from this report was the creation of a Northeast Source Reduction Council with a mandate to "provide a publicly credible and accountable basis for industry to undertake a continuing process of source reduction...and a forum for the development of region-wide solid waste management practices and policies regarding packaging".

SOME FACTS ABOUT PACKAGING

•In 1988 (the base year for the protocol) Canada generated 26.97 millions of tonnes of solid waste

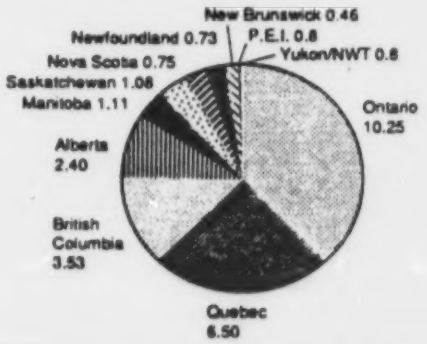
• A 1988 study in Nova Scotia of 300 sites indicated packaging of various kinds accounted for 85% of littered items

•Packaging accounts *for as much as* 33% of Canada's total municipal solid waste

• Percent of packaging by material:

Wood	15.2%
Paper/ Paperboard	44.8%
Plastics	15.8%
Glass	15.5% (by weight)
Steel	7.3%
Aluminum	1.4%

Estimated Solid Waste Generated in Canada (1988)
(26.97 Million tonnes)



Definition of a *protocol*:

"...original draft of diplomatic document; a formal statement of transaction..."

OED

Members of the National Task Force on Packaging

Walter Bilawich Government of the Yukon	(403) 873-7654
Drew Blackwell Federation of Canadian Municipalities	(416) 392-6698
G.W. Brown Newfoundland Environment	(709) 576 5793
Tim Carter Canadian Council of Grocery Distributors	(416) 971-5041
Adam Ciulini/Hardy Wong Ontario Ministry of the Environment	(416) 323-5191
Larry Dworkin/Alan Robinson Packaging Association of Canada	(416) 485-7812
Dr. Fred Edgecombe/Charmian Entine Society of Plastics Industry Environmental Plastics in Canada	(416) 449-3444
Don Elsaesser Saskatchewan Environment	(306) 787-6209
Abe Finkelstein Environment Canada	(819) 953-1110
Richard Gilbert Federation of Canadian Municipalities	(416) 392-4067
David Hay (Chairman) Environment Canada	(819) 953-1109
Jay Jackson Consumer & Corporate Affairs	(819) 997-1177
[illegible] Government of the NWT	(403) 873-7654
Pat Kane Alberta Environment	(403) 427-5838
Shelagh Kerr Grocery Products Manufacturers of Canada	(416) 429-4444
Robert Lauzon Environnement Quebec	(418) 644-3351
Lisanne Losier Environment Canada	(819) 953-1122
Ruth Lotskar Consumers Association of Canada	(604) 261-5085
Mrs. A. McCaskill External Affairs	(819) 992 1133
Janet Parkhill New Brunswick Environment	(506) 453-2861
Denis Ryan Nova Scotia Environment	(902) 424-5300
Lynn Sabean Canadian Environmental Network	(613) 563-2078
Steve Shrybman Canadian Environmental Law Association	(416) 977-2410
Gerry Stewart Prince Edward Island Environment	(902) 892-0311
Jane Teeter Agriculture Canada	(613) 995-9554
Dave Thompson Manitoba Environment	(204) 945-7083
Marjorie Brown Watts British Columbia Environment	(604) 387-9976

This newsletter is produced in conjunction with the work of the CCME Task Force on Packaging.

If you have any comments or questions regarding the work of the Task Force please call or write to:

NAPP Consultation Coordinator
c/o MWR & Associates
2 Berkeley Street
Suite 309
Toronto, Ontario, Canada
M5A 4J5

phone (416) 369-9831
fax (416) 369-9835

*This Newsletter is printed on paper containing recycled fibres

BULLETIN PNE

Une Publication du groupe de travail national sur l'emballage

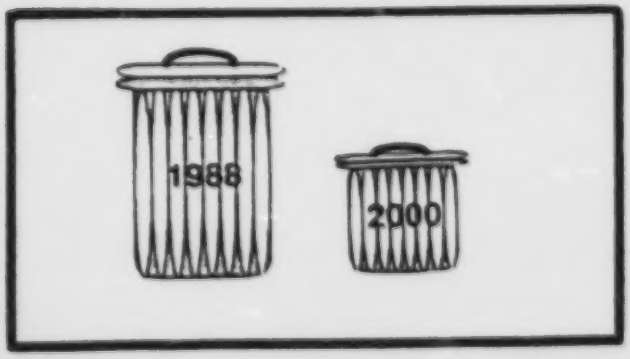
LES MINISTRES FORMENT UN GROUPE DE TRAVAIL NATIONAL AFIN DE DÉVELOPPER UN PROTOCOLE SUR L'EMBALLAGE

En avril 1989, le Conseil canadien des ministres de l'Environnement (CCME) a réclamé un Protocole National sur l'Emballage (PEN) pour:

"élaborer, d'ici le début de l'année 1990, un protocole national sur l'emballage qui permettrait de fixer des objectifs et d'élaborer un programme pour la minimisation des déchets d'emballages et ainsi participer à une réduction de 50% des déchets générés d'ici l'an 2000".

Un groupe de travail, formé de représentants du gouvernement de chaque province, du Yukon et des Territoires du Nord-Ouest, ainsi que des représentants de l'industrie et des groupe environnementaux et groupes de consommateurs, a commencé une série de recontres ce printemps afin de discuter de la question et de mettre au point un plan d'action pour le développement du protocole. Une équipe de consultants formée de MacLaren Engineers, Resource Systems Management International (RSMI), Coopers & Lybrand et MWR & Associates a été chargée des côtés technique, législatif et économique de l'entreprise. De plus, elle doit aider à établir un consensus parmi les nombreux intervenants concernés.

Le groupe de travail doit avoir terminé la rédaction du protocole national sur l'emballage d'ici mars 1990.



UNE ÉBAUCHE DE PROTOCOLE DOIT ÉTRE DISCUTÉE LORS DE CONSULTATIONS RÉGIONALES

En octobre dernier, à Toronto, le groupe de travail a organisé un atelier public afin de discuter des conclusions des consultants et d'établir des critères de sélection relatifs aux différentes mesures pouvant être incluses dans le protocole.

Après cet atelier et la première étape de travail, un protocole a été ébauché et une série de consultations régionales a lieu en décembre afin de recueillir les commentaires des intervenants de l'industrie, des administrations locales et régionales, des associations de consommateurs et des groupes environnementaux.

Montréal:	1er décembre
Moncton:	4 décembre
Winnipeg:	6 décembre
Edmonton:	8 décembre
Victoria:	12 décembre
Toronto:	14 décembre

De plus, un atelier national aura lieu le 15 février 1990 à Ottawa afin de sonder une derniére fois le pouls de l'opinion publique

Si vous, vos collègues ou vos associés au Canada désirez participer à une de ces rencontres, veuillez communiquer avec le coordonnateur des consultations, MWR & Associates, au (416) 369-9831

PRINCIPES DIRECTEURS DU PROTOCOLE NATIONAL SUR L'EMBALLAGE

Le groupe de travail est d'avis que:

•Le premier objectif de protocole est la protection de l'environnement.

•Le protocole devra contribuer à la réduction de 50% des déchets solides d'ici l'an 2000, et ce en diminuant la quantité d'emballage dans les déchets, en prenant comme point de départ l'année 1988.

•Le protocole privilégiera l'application des 3R-V selon l'ordre suivant: réduction à la source, réemploi recyclage et valorisation des matériaux et de l'énergie.

•Le protocole concernera tous les produits et matériaux d'emballage importés ou fabriqués au Canada.

•Le protocole doit tenir compte des initiatives provinciales et, idéalement, être compatible avec ces dernières.

•Le protocole devra respecter le concept de développement durable et tenir compte des impacts économiques de sa mise en oeuvre.

PRISE EN CONSIDÉRATION DES MESURES VOLONTAIRES ET RÉGLEMENTAIRES

Les mesures volontaires et réglementaires sont étudiées en ce moment par le groupe de travail et seront discutées lors des différentes rencontres tenues ce mois-ci à travers le pays. L'efficacité de chaque mesure dans l'atteinte de l'objectif global doit être évaluée, ainsi que la possibilité de sa mise en pratique et de son acceptation, son coût par rapport à ses bénéfices ainsi que son impact régional.

Un autre point important pouvant décider si une mesure sera incluse ou non dans le protocole est sa possibilité d'application aux produits et matériaux d'emballage importés .

Les membres du groupe de travail sont pleinement conscients du fait que les industries qui fabriquent et transforment des produits et matériaux d'emballage ne veulent pas que les exigences du protocole les placent dans une situation désavantageuse par rapport à leurs compétiteurs américains.

Les mesures étudiées en ce moment par le groupe de travail incluent:

•L'adoption par l'industrie et le Gouvernement d'un "Code de pratiques d'emballage favorables à l'environnement".

•L'établissement de lignes directrices dans l'industrie concernant la réduction à la source, le réemploi et le recyclage.

•La mise en oeuvre de systèmes de récupération/ recyclage provinciaux compatibles.

•L'adoption par le gouvernement et l'industrie de politiques encourageant l'achat de produits réduits à la source, réutilisables et recyclables.

•La standardisation de la taille des contenants et de la composition des matériaux.

•Le soutien d'une politique de remplacement des produits d'emballage qui ne répondent pas aux normes du "Code".

•La consignation de tous les emballages réutilisables.

•La création d'une source de revenus pour financer les différentes mesures, soit par une "taxe d'impact environnemental", soit par un fonds alimenté par des contributions volontaires, basées sur les volumes de production et de vente.

•L'élargissement des activités d'échange/bourse de déchets pour y inclure les emballages réutilisables.

•L'établissement de niveaux minimum de contenu en matériaux secondaires.

•L'élaboration de méthodes permettant à l'industrie d'évaluer les cycles de vie de ses produits et de développer des plans d'action à soumettre au gouvernement pour remédier aux problèmes identifiés.

•L'attribution de prix pour les innovations dans les domaines des trois R.

•Le développement d'étiquetage identifiant les emballages recyclables ou contenant des matériaux recyclés.

•La mise sur pied d'un programme pour sensibiliser les gens et les inciter à exiger des produits "bien emballés".

•Un soutien financier pour promouvoir les nouvelles technologies et les innovations telles que la réduction de poids.

•L'obligation de rendre réutilisable tous les produits de manipulation et de transport des emballages.

L'INCINÉRATION DES DÉCHETS: UNE TECHNIQUE D'ÉLIMINATION SEULEMENT

La position des membres du groupe de travail par rapport à certaines méthodes de valorisation (récupération d'énergie des déchets, CDDM, incinération) varie beaucoup. En effet, certains s'y opposent vigoureusement tandis que d'autres reconnaissent que dans certaines juridictions au Canada, l'incinération est considérée comme une méthode de gestion des déchets acceptable. Un point de désaccord marqué entre les membres est de savoir si l'incinération doit êntre considérée comme un des moyens permettant de réduire de 50% la quantité de déchets, ou si elle doit plutôt être considérée comme un moyen possible (selon les juridictions) de disposer des 50% restants.

La majorité des membres est d'avis qu'aux fins du protocole national sur l'emballage, l'incinération ne doit pas être un moyen d'atteindre le but fixé par les ministres. Toutefois, les industriels participants ont insisté sur l'urgence de nouvelles activités de recherche/développement afin d'évaluer si les nouvelles techniques d'incinération sont acceptables.

LES LIGNES DE CONDUITE ÉTABLIES PAR LA COALITION DES GOUVERNEURS DES ÉTATS DU NORD-EST AMÉRICAIN

Le groupe de travail de la Coalition of Northeastern Governors (CONEG), formé des gouverneurs de Maine, du Vermont, du New Hampshire, du Connecticut, du Massassuchetts, de Pennsylvanie, du Rhode Island, de New York et du New Jersey, ont publié en avril 1989 un rapport provisoire. Celui-ci indique une "liste hiérarchisée des lignes de conduire prioritaires relatives à l'emballage", soit:

#1. Aucun emballage
#2. Un emballage minimal
#3. Un emballage consommable, retournable, réutilisable ou remplissable
#4. Un emballage recyclable ou un emballage fabriqué avec des matériaux recyclés

Ce rapport propose également la création d'un Conseil pour la réduction des déchets à la source. Celui-ci aurait le mandat de fournir à l'industrie une base crédible et responsable aux yeux de public pour mettre sur pied un processus durable de réduction des déchets à la source. Ce Conseil viserait également à devenir un forum sur le développement de politiques et de pratiques de gestion des déchets solides relatives à l'emballage, et ce pour toute la région du nord-est américain.

QUELQUES FAITS RELATIFS À L'EMBALLAGE

•En 1988 (année de base du prococole) le Canada a produit 26,97 millions de tonnes de déchets solides.

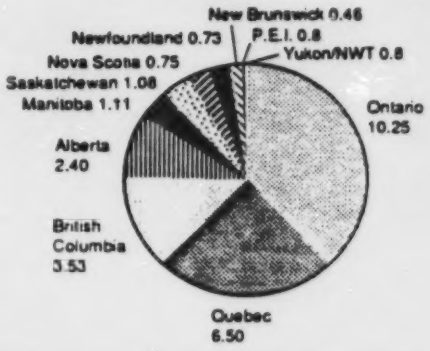
•Une étude menée en 1988 en Nouvelle-Écosse dans 300 sites de déchets sauvages a démontré que les emballages représentaient 85% des objets jetés.

•Au Canada, les emballages représentent pas moins de 33% du total des déchets solides municipaux.

•Matériaux utilisés dans les emballages:

Bois	15,2%
Papier et carton	44,8%
Plastiques	15,8%
Verre	15,5%(en poids)
Acier	7,3%
Aluminium	1,4%

Distribution estimée des déchets solides au Canada en 1988 (26,97 millions de tonnes)



Définition de "protocole" d'aprés le Petit Robert:

"...document diplomatique constituant le procès-verbal d'une réunion, le texte d'une engagement. Par ext. Le contenu d'un protocole (résolutions, accord)."

MEMBRE DU GROUPE DE TRAVAIL NATIONAL SUR L'EMBALLAGE

Walter Bilawich
Government of the Yukon (403) 873-7654

Drew Blackwell
Fédération canadienne des maires et des municipalités (416) 392-6698

G.W. Brown
Newfoundland Environment (709) 576-5793

Tim Carter
Conseil canadien de la distribution alimentaire (416) 971-5041

Adam Ciulini/Hardy Wong
Ontario Ministry of the Environment (416) 323-5191

Larry Dworkin/Alan Robinson
Association canadienne de l'emballage (416) 585-7812

Dr. Fred Edgecombe/Charmian Entine
Société des Industries du plastique du Canada Institut des Plastiques et de l'Environnement du Canada (416) 449-3444

Don Elsaesser
Saskatchewan Environment (306) 787-6209

Abe Finkelstein
Environnement Canada (819) 953-1109

Richard Gilbert
Fédération canadienne des maires et des municipalités (416) 392-4067

David Hay
(président du groupe de travail)
Environnement Canada (819) 953-1109

Jay Jackson
Consommation et Corporation Canada (819) 997-1177

Lorne Janes
Government of the NWT (403) 873-765[illegible]

Pat Kane
Alberta Environment (403) 427-583[illegible]

Shelagh Kerr
Fabricants Canadiens de Produits Alimentaires (GPMC) (416) 429-[illegible]

Robert Lauzon
Environnement Québec (418) 644-335[illegible]

Lisanne Losier
Environnement Canada (819) 953-1122

Ruth Lotskar
Association des consommateurs du Canada (604) 261-5685

Madame A. McCaskill
Affaires Extérieures Canada (819) 992-113[illegible]

Janet Parkhill
New Brunswick Environment (506) 453-28[illegible]

Denis Ryan
Nova Scotia Environment (902) 424-53[illegible]

Lynn Sabean
Canadian Environmental Network (613) 563-20[illegible]

Steve Shrybman
Canadian Environmental Law Association (416) 977-24[illegible]

Gerry Stewart
Prince Edward Island Environment (902) 892-03[illegible]

Jane Teeter
Agriculture Canada (613) 995-95[illegible]

Dave Thompson
Manitoba Environment (204) 945-70[illegible]

Marjorie Brown Watts
British Columbia Environment (604) 387-99[illegible]

Pour information:
NAPP Consultation Coordinator
c/o MWR & Associates
2 Berkeley Street
Suite #308
Toronto, Ontario, Canada
M5A 4J5

tel: (416) 369-9831
fax: (416) 369-9835

Issue 2

January 1990

NAPP NEWS

A Publication Produced by the National Task Force on Packaging

Provinces Host Regional Consultations To Discuss Possible Measures

During the first two weeks of December six working sessions were held to discuss the Regional impacts of measures being considered for the National Packaging Protocol. Invitations for each session were sent to representatives from industry, governments, environmental action and consumer groups. Attended by close to 400 participants, each session reviewed in detail the Proposals for Action discussion document, to identify preferred measures and to ensure the particularities of each region were incorporated into the final Protocol.

The emphasis of each of the sessions varied, as did the weather conditions, which ranged from a heavy snowstorm in Moncton preventing many participants from attending, to roses in full bloom in Victoria. A synopsis of the key comments from each is recounted below. If you were unable to attend one of the sessions and wish to receive a copy of the discussion paper for comment, please contact the Consultation Coordinator, address on reverse.

NATIONAL PACKAGING PROTOCOL

FINAL WORKSHOP

THURSDAY, FEBRUARY 15, 1990

OTTAWA, ONTARIO

SPACE LIMITED. REGISTER EARLY.

REGISTRATION FORM ENCLOSED.

SUMMARY OF ISSUES RAISED

- primary concern is that the Protocol set standards applicable nationally and to imports;
- that there are conflicts between the r's: a reduced package may not be reusable, a reusable not recyclable, and that trade offs will be necessary;
- should allow for regional flexibility and not be dependent on infrastructure unlikely to be in place;
- should acknowledge considerable efforts underway, and set realistic targets which take into account those sectors who have accomplished much already;
- the $10 levy amount is not realistic in light of current tipping fees across the country - if applied a percentage of current (except where it is 0) level would make more sense;
- that any revenue generated should not accrue to government general revenue, but to specific programs;
- that incentives were preferred to coercive measures;
- that the Protocol encourage industry to innovate to meet goals rather than sitting and waiting for legislation;
- that the health and safety risks of reuse systems be fully examined;
- that the energy value of packaging waste not be ignored, particularly with reference to the needs of the north;
- regulation was not a preferred action at any session, although if deemed necessary it must be equitable among sectors and applicable to imports;

MONTREAL

The Montreal session followed closely on the heels of a lengthy negotiation period involving Quebec industry and the provincial government. This three year process initiated by the previous provincial Minister, has resulted in the recent announcement of an Integrated Solid Waste Management Policy, and the establishment of an industry-funded collection mechanism: Collecte Sélective Québec.

Hence, the timing of the NAPP process was greeted certainly by industry and municipal government participants as somewhat of a revisiting of the issues they have endeavoured to resolve through this new initiative.

Key points raised were:

- Industry needs more direction to better understand and implement reduction techniques;
- efforts toward greater standardization was perceived as unrealistic in the global marketplace;
- are parallel deposit and recycling systems compatible or will the consumer become confused?
- governments must be commited to this themselves and demonstrate that through procurement policies, other market support for recyclables, and the setting of realistic municipal tipping fees;
- the program must be national in scope but allow for regional variation.

A partnership between industry, government and consumers was seen as the preferred vehicle for change. Incentives were preferred to coercive actions, as participants felt this would discourage industry from being innovative. Also, several participants felt that energy recovery technologies should not be excluded from the overall plan.

For more information on the NAPP contact :
MWR & Associates, 2 Berkeley Street #309, Toronto, Ontario M5A 4J5 - Phone # (416) 369-9831 Fax # (416) 369-9835

MONCTON

This session focussed on the response of the Atlantic provinces to the Protocol and included participants from Nova Scotia, Prince Edward Island, and New Brunswick. There were no attendees from Newfoundland/Labrador. Due to the weather, several registered participants from Saint John and Fredericton were prevented from attending.

Discussion at the Moncton session focussed on:

- taking into account the ecological impact of reduction;
- the health and safety issues around reuse;
- the necessity of including a functioning infrastructure when defining "recyclable";
- the need for a clearer definition of "banning toxics" from packaging;
- the need to involve in the NAPP process advertising agencies who use packaging to market products;
- to ensure the NAPP provides a level playing field, does not overly penalize one material or container over another, and is applied to imports.
- need the federal government to provide leadership.

In addition, some participants queried why Refuse Derived Fuel (RDF) was not on the table. Also mentioned was the need to involve more than the converters in the Environmental Life Cycle Audit, but also the manufacturers and the distributors. Support for the development of markets for recyclables was also stressed. Industry participants preferred incentives to motivate change rather than punitive measures. Finally, participants stressed that the NAPP take into account the special challenges industry in Atlantic Canada may be facing under The Free Trade Agreement with the United States.

WINNIPEG

Invitations to this and the Edmonton session were sent to identified stakeholders in Saskatchewan, the Yukon and the Northwest Territories.

The Winnipeg session included several participants from the newly formed Recycling Action Committee of Manitoba, which is responsible for developing an Action Plan for recycling and waste reduction in conjunction with the WRAP (Waste Reduction and Prevention) Act .

Discussions at this session focussed on:

- the exclusion of Energy-From-Waste ignores the energy needs and transportation constraints of the north;
- the Protocol must not rely too heavily on recycling because of the significant infrastructure challenges we are faced with in many regions of the country;
- similarly certain types of reuse may not be practical because of distances making two way trips not feasible;
- the Protocol must allow industry to be innovative: to support and encourage, not interfere or constrain;
- consumers should be allowed to choose to buy the preferred product, so management costs should be built into individual product price rather than universally applied as tax;
- minimum content standards are not healthy nor are they realistic to achieve with respect to available supply of material;
- industry is more hesitant to invest large amounts of capital in areas it expects legislation: therefore they need assurances the rules, once set, will stay the same.

There was also considerable discussion at this session about the percentages and goals being set by the Protocol. A specific point made was if the Protocol is setting a per capita waste reduction target, should not the measures proposed reflect an orientation to the consumer and consumer choices?

Also mentioned was the need for financial support for research and development, particularly in relevant engineering technologies. Participants cautioned government from "doing it all" or acting unilaterally - that it was important to continue to involve industry and consumer groups to ensure all were kept accountable.

EDMONTON

Participants at the Edmonton session emphasized the need for national consistency and discouraged the creation of a "regulatory nightmare" for industry.

A summary of the points raised:

- labelling regulations already constrain our ability to reduce the package much more;
- consumers are very sophisticated and a little distrustful now of industry claims because of blurred definitions (eg: biodegradable, photodegradable);
- refillables done either industrially or by the consumer have health and safety risks and leave the producer liable;
- government support for markets for recyclables is essential - procurement is only part of the solution;
- need research and development assistance, and to develop marketing expertise;
- environmental impacts of reuse need to be considered;
- will harmonization under FTA interfere with Protocol;
- having converters responsible for the audit may not be reliable as they will be reluctant to expose themselves and face costs;
- will need to audit not only the cycle of the original package, but also that of its substitute, if it is deemed inappropriate.

A general concern was expressed with regard to the destination of funds generated through the Protocol. It was felt they should not just fall into the federal government's general revenue, but rather be used for instance to underwrite the significant capital costs the western provinces would be facing.

VICTORIA

The Victoria session coincided with the development of a cabinet submission on waste management being prepared by provincial officials, and also the recent introduction of a curbside program in both Victoria and (soon) in the Greater Vancouver and Region District.

Key comments expressed were:

- a more ambitious reduction target should be set, realizing that some material sectors have already accomplished much but others still have a distance to go;
- the *real* costs of recycling must be considered, and then attach that economic value to the container;
- markets are critical to the success of recycling in the West;
- we need to stimulate research and development to "close the loop", to encourage industry to integrate back into its own system all it generates;
- public education, particularly through the schools, is essential to people adopting a "pre-cycle" mind-set;
- all Protocol measures, including the Environmental Audit, need to be applicable to imports and need to be *enforceable*;
- any regulations, if necessary, should be reasonable, staggered over a period of time, provide positive incentives, and give industry a fair opportunity to respond;

There was split opinion at this session about the success of refillables and deposits. Some were very positive about the recovery rate potential through deposits. Others anticipated the convenience needs of the consumer supported a curbside collection vehicle. A question was asked: can both systems coexist or will the consumer be confused by the mixed messages?

Also identified were certain Canadian freight requirements necessary to insuring a package, making reduction efforts somewhat limited.

TORONTO

The Toronto session drew the largest attendance of all the regional meetings, with over 125 participants. To a certain extent this made dialogue between participants quite difficult and reduced the level of spontaneity.

The focus on this session reflected the recent Ontario experience of implementing an extremely ambitious blue box recycling system. The popularity of this program - over 1.8 million household boxes - has created several challenges regarding markets and the contamination of supply, and has resulted in certain municipalities feeling over burdened with the maintenance of collection systems.

The following major issues specific to the protocol were raised:

- reduction targets should be sector specific and sensitive to those who have already accomplished a lot and those who still have a way to go;
- reuse opportunities should be evaluated on a case by case basis, and take into account energy usage and other environmental impacts which will effect the ecological balance.

There was a considerable range of opinion regarding deposit systems:

- some felt reuse systems interfered with recycling systems, and were not practical because of shortages of available labour and storage space;

- still others proposed expanding reuse systems, through reuse within the home and perhaps through depots to be co-funded by industry and government;
- many participants felt standardization wasn't possible in a global marketplace;
- others suggested there were areas where this could be applied, such as by the Liquor Control Board;
- industrial packaging offered significant reuse opportunities;
- the "real" cost of recycling needs to be taken into account;
- the protocol must address markets for recyclables;
- "recyclable" label good idea as long as system was in place and where markets exist;
- audit should not fall only to converters: some are too small while others have hundreds of products;
- federal government needs to provide leadership;
- competing legislation, particularly labelling, plus the gauge requirements to make a package insurable, were identified as examples of competing government priorities;
- industry must be self policing: regulations are counterproductive and can't be enforced anyway;

Participants at this session felt very strongly that the Protocol must devise some mechanism to include imports in its requirements. There was a general concern over enforcement: illegal packages which do not comply with existing legislation are already being sold. Finally, most participants requested regulation, prefering the Protocol set targets but allow industry an opportunity to meet them.

QUOTABLE QUOTES

"Good things come in small packages..."
Victoria

"Standardization is unthinkable, only possible in a dream world..."
Montreal

"The commitment of industry to the environment seems to end when their lips stop moving..."
Moncton

"The market determines recyclability, not technology..."
Winnipeg

"The public is concerned, but not informed..."
Moncton

"We need to develop a sense of responsibility for the stewardship of these products...it is too easy to blame."
Edmonton

"We must push at the beginning of the process...the most important digit of your call is the first..."
Winnipeg

"Who is responsible?....nobody is *not* responsible."
Victoria

"The Protocol should not finance our fiscal deficit, but our environmental one"
Edmonton

"Europeans buy bread in a paper towel...will Canadians accept that?"
Toronto

To register for the National Packaging Protocol final National Workshop, simply complete the registration form on the reverse side of this page by Wednesday, February 15th, 1990.

REGISTRATION INFORMATION

NATIONAL PACKAGING PROTOCOL FINAL NATIONAL WORKSHOP

Thursday February 15, 1989
9:00 am - 5:00 pm
Ottawa Congress Centre
55 Promenade du Colonel by Drive
Ottawa, Ontario
(613) 563-1984

Program will be simultaneously translated into French and English.
Registration deadline: **WEDNESDAY, FEBRUARY 7TH, 1990**
Space is limited to 200 participants

WHO SHOULD ATTEND

Representation from packaging related industry, government, consumer and non-governmental organizations concerned with environmental protection, waste management, marketing and procurement.

HOW TO REGISTER

To register, simply complete this registration form (see reverse). Mail with payment to:

MWR & Associates
2 Berkeley Street
Suite 309
Toronto, Ontario
M5A 4J5

OR Fax your completed registration form to (416) 369-9835. **Payment must be received prior to workshop.**

REGISTRATION FEE.....$35.00

(Includes a light breakfast and lunch)

Please enclose your cheque payable to:
MWR & Associates - NAPP Workshop

CANCELLATIONS

As space is limited please advise us immediately by telephone if you will be unable to attend (416) 369-9831. Delegate substitution is permitted.

HOTEL RESERVATIONS

A limited number of rooms are available at a special discounted rate for delegates who require overnight accommodation. To reserve your room call the Novotel Hotel - 33 Nicholas Street, Ottawa at (613) 230-3033.

For Further Information:

MWR & Associates (416) 369-9831.

SPACE IS LIMITED. PLEASE RETURN THIS FORM IMMEDIATELY.

Please detach and return to MWR & Associates

Registration Form

Name.....

Title.....

Company/Organization.....

Address.....

.....

City.....Province.....

Postal Code.....Phone..(.....).....

Special Dietary Requirements: Yes No

Please specify.....

.....

Please check sector(s) from which you work.

- ☐ government
- ☐ non-government
- ☐ industry
- ☐ paper/paperboard
- ☐ plastics
- ☐ glass
- ☐ metals
- ☐ converter
- ☐ material manufacturer
- ☐ retail
- ☐ other.....

Issue 2 Janvier 1990

BULLETIN PNE

Une Publication du groupe de travail national sur l'emballage

Les Provinces Procèdent à des Consultations Régionales

Durant les deux premières semaines de décembre, six ateliers de travail ont eu lieu afin de discuter des répercussions que les mesures envisagées au Protocole national sur l'emballage pourraient avoir au plan régional. À chaque fois, une invitation été lancée afin d'obtenir la participation des représentants de l'industrie, du gouvernement, des groupes d'environnementalistes et de consommateurs. Les séances de travail ont permis aux quelque 400 personnes qui y participaient de passer en revue de façon détaillée les propositions d'action contenues au document de travail, d'identifier les mesures les plus appropriées et d'assurer que certains points propres aux régions soient inclus au protocole définitif.

Les sujets de discussion à chacune des réunions ont été aussi variés que les conditions de la météo, allant de la sévère tempête de neige à Moncton aux rosiers en fleurs à Victoria. On trouvera ci-après un résumé des principales interventions formulées à l'occasion de ces rencontres. Si vous avez été empêché de participer à ces rencontres et souhaitez obtenir une copie du document de travail pour commentaires, veuillez vous adresser au coordonnateur des consultations, dont l'adresse apparait plus bas.
MWR & Associates, 2 Berkeley Street, Suite #309
Toronto, Ontario, M5A 4J5.

PROTOCOLE NATIONAL SUR L'EMBALLAGE
ATELIER DE TRAVAIL FINAL
JEUDI, LE 15 FÉVRIER 1990
OTTAWA, ONTARIO
INSCRIPTIONS LIMITÉES
NE TARDEZ PAS!

RÉSUMÉ DES QUESTIONS SOULEVÉES

- Le protocole doit fixer des normes qui s'appliquent à l'échelle nationale ainsi qu'aux importations.
- Il y a des contradictions entre les trois "R": un emballage réduit à la source peut ne pas être réutilisable, ou il peut être réutilisable mais non recyclable, de sorte qu'il faudra faire des compromis.
- Il faut tenir compte des différences régionales et ne pas compter sur une infrastructure qui risque d'être absente.
- La taxe de 10$ n'est pas réaliste compte tenu des tarifs d'élimination en vigueur à travers le pays; il vaudrait mieux procéder selon un pourcentage des taux actuels (sauf lorsqu'ils sont à zéro).
- Les revenus ne devraient pas être versés au trésor fédéral mais affectés à des programmes provinciaux.
- Les mesures incitatives sont préférables aux mesures coercitives.
- Le protocole doit encourager les entreprises à prendre les devants plutôt que d'attendre qu'une loi les force à agir.
- Les risques à la santé et à la sécurité posés par les produits réutilisables doivent être étudiés avec soin.
- La valeur énergétique des déchets d'emballage doit être prise en compte, surtout dans les régions nordiques.
- L'approche réglementaire n'est favorisée par personne, mais, si des règlements deviennent nécessaires, ils devront s'appliquer équitablement à tous les secteurs ainsi qu'aux importations.

MONTRÉAL

La réunion de Montréal s'est tenue à la suite d'une longue négociation entre l'industrie et le gouvernement du Québec. Cette négociation, qui s'est étendue sur une période de trois ans à l'instigation du précédent ministre de l'Environnement, a donné lieu à la récente publication d'une politique de gestion intégrée des déchets solides ainsi qu'à la mise sur pied de Collecte Sélective Québec, un système de récupération des déchets financé par l'industrie.

Donc, le processus de consultation relatif au protocole national sur l'emballage a été bien reçu par les représentants de l'industrie et des municipalités, mais constituait une occasion de se pencher encore une fois sur des questions aux quelles on pensait avoir trouvé des solutions.

Les discussions ont porté surtout sur les points suivants:

- L'industrie a besoin d'aide pour mieux comprendre et mettre en oeuvre les techniques de réduction des déchets.
- Les efforts en vue d'une plus grande standardisation ne semblent pas réalistes compte tenu des conditions globales du marché.
- La mise en place de systèmes parallèles de dépôt et de recyclage sont-ils compatibles ou risquent-ils de semer la confusion chez les consommateurs?
- Les gouvernements doivent donner l'exemple et prouver leur sérieux par le biais de leurs politiques d'achat, des mesures de soutien du marché des produits recyclables et l'établissement de tarifs raisonnables par les municipalités.
- Le protocole doit s'appliquer à tout le pays mais tenir compte des différences régionales.

On a estimé que la meilleure façon d'introduire les changements nécessaires était d'obtenir la collaboration étroite de l'industrie, du gouvernement et des consommateurs. Les mesures incitatives sont préférables aux mesures coercitives, lesquelles resqueraient de décourager les initiatives de l'industrie. Plusieurs participants ont fait valoir que les technologies de valorisation énergétique ne devraient pas être exclues du projet.

MONCTON

Cette réunion nous a permis de connaître la réponse des provinces de l'Atlantique au Protocole et comprenait des participants venant de la Nouvelle-Écosse, de l'Ile-du-Prince-Édouard et du Nouveau-Brunswick (il n'y avait aucun représentant de Terre-Neuve at du Labrador). Plusieurs participants de Saint-Jean et de Frédériction ont éte empêchés de se rendre en raison d'une tempête.

Les discussions ont porté sur les points suivants:

- L'impact environnemental des mesures de réduction.
- Les problèmes de santé et de sécurité relatifs aux emballages réutilisables.
- La nécessité d'inclure la présence d'une infrastructure adéquate dans la définition de matières recyclables.
- La nécessitéde mieux définir ce qu'on entend par "bannissement des produits toxiques" des emballages.
- La nécessité d'inclure dans le protocole les agences de publicité qui se servent de l'emballage pour annoncer les produits.
- Le Protocole doit être équitable pour tous, ne pas pénaliser un type de matériau ou de contenant par rapport aux autres, et s'appliquer aux importations.

- La nécessité pour le gouvernement fédéral d'assurer le leadership.

De plus, certains participants ont demandé pourquoi la question des combustibles dérivés des déchets n'avait pas été abordée. D'autres, ont indiqué qu'il fallait obtenir la participation des fabricants et des distributeurs dans le processus d'évaluation du cycle de vie environnementale, en plus de celle des transformateurs. On a aussi insisté sur la nécessité de soutenir la création de marché pour les produits recyclés. Les représentants de l'industrie ont dit préférer les mesures incitatives aux mesures punitives pour amener les changements. Enfin, les participants ont dit souhaiter que le Protocole tienne compte des défis particuliers que les entreprises des Maritimes devront relever en raison de l'entente de libre échange avec les États-Unis.

WINNIPEG

Les invitations à cette réunion, ainsi qu'à celle d'Edmonton, furent envoyées aux personnes intéressées vivant en Saskatchewan, au Yukon et dans les Territoires du Nord-Ouest.

Plusieurs participants à la réunion de Winnipeg provenaient du Comité manitobain sur le recyclage récemment formé dans le cadre du "WRAP (Waste Reduction and Prevention) Act" pour mettre au point un plan d'action visant à favoriser la réduction et le recyclage des déchets.

Les discussions ont porté sur les point suivants:

- L'exclusion de la valorisation énergétique des déchets ne tient pas compte des besoins et des contraintes énergétiques des régions nordiques.

- Le Protocole ne doit pas faire du recyclage une panacée en raison des problèmes d'infrastructure que celà pose dans l'Ouest du pays.

- De mème, les emballages réutilisables peuvent parfois ne pas être pratiques, les distances éloignées rendant le voyage aller-retour non-rentable.

- Le Protocole doit favoriser l'innovation au sein de l'industrie, la soutenir et l'encourager, mais ne pas l'entraver ou lui imposer des contraintes.

- Il faut laisser aux consommateurs la liberté d'acheter les produits qu'ils désirent et incorporer dans le prix du produit les coûts du programme plutôt que d'appliquer une taxe universelle.

- L'imposition d'un minimum de contenu recyclé n'est pas sain et n'est pas réaliste compte tenu de la disponibilité des matériaux.

- L'industrie hésite à investir des sommes importantes là où elle s'attend à une législation. Il faut donc la rassurer que les règles, une fois fixées, resteront les mêmes.

On a également beaucoup discuté des buts et des pourcentages fixés dans le Protocole. En particulier, on a indiqué que si le Protocole fixait un objectif de réduction de déchets per capita, ne faudrait-il pas que les mesures proposées tiennent compte du consommateur et des choix qu'il fait?

On a aussi souligné le besoin de financement pour la recherche et le développement, notamment dans les technologies touchant ce domaine. Les participants ont mis les gouvernements en garde contre la tentation d'essayer de "tout faire" eux-mêmes ou d'agir unilatéralement. Il est important de continuer à mettre les représentants de l'industrie et les consommateurs dans le coup.

EDMONTON

Les participants à la réunion d'Edmonton ont soulignés le besoin d'uniformité à l'échelle du pays et souhaités qu'on ne crée pas de "cauchemar bureacratique" pour l'industrie.

Voici en résumé les sujets abordés:

- La réglementation sur l'étiquetage empêche de réduire encore de beaucoup l'emballage.
- Les consommateurs sont bien renseignés et se méfient un peu des affirmations faites par l'industrie du fait que certains termes sont mal définis (comme biodégradable ou photodégradable).
- Les contenants réutilisables, dans l'industrie ou chez les consommateurs, présentent des risques de santé et de sécurité qui laissent le producteur vulnérable aux poursuites.
- Le gouvernement doit adopter des mesures pour favoriser la commercialisation des produits recyclés; les politiques d'achat ne sont qu'une partie de la solution.
- Une aide à la recherche et au développement est nécessaire, ainsi que pour la mise en marché.
- L'impact environnemental du réemploi doit être pris en compte.
- L'harmonisation requise par le traité sur le libre-échange ne risque-t-elle pas d'entrer en conflit avec le Protocole?
- Demander aux transformateurs de s'occuper des évaluations environnementales n'est peut-être pas une bonne idée; ils craindront de s'exposer d'en payer les coûts.
- L'évaluation environnementale devra porter non seulement sur l'emballage original, mais aussi sur son substitut, si celà est jugé approprié.

On a exprimé des inquiétudes sur la destination des fonds générés par le Protocole. On a indiqué qu'ils ne devraient pas être simplement versés au trésor public féderal, mais qu'ils devraient plutôt servir à financer les importants investissements que les provinces de l'Ouest devront faire.

VICTORIA

La recontre de Victoria coincidait avec la préparation par le gouvernement d'une politique de gestion des déchets ainsi qu'avec le lancement récent d'un programme de collecte sélective dans la région de Victoria et (bientôt) dans le District Régional du Grand Vancouver.

Les principaux commentaires exprimés furent les suivants:

- On devrait fixer un objectif de réduction des déchets plus ambitieux, certains secteurs (matériaux) ayant plus de chemin à faire que d'autres en la matière.
- Il faut déterminer quels sont les "vrais coûts" du recyclage et les imputer au prix de l'emballage.
- Le recyclage ne connaitra le succès dans l'Ouest que s'il y a un marché pour les produits recyclés.
- Nous devons stimuler la recherche et le développement afin que la "boucle soit bouclée" et que l'industrie récupère tout ce qu'elle génère.
- L'éducation du public, notamment par le biais de l'école, est essentielle.
- Toutes les mesures prévues au Protocole, y compris l'évaluation environnementale, doivent s'appliquer aux importations et être "de rigueur".
- La réglementation, si nécessaire, doit étré raisonnable, échelonnée sur un certain laps de temps, prévoir des incitatifs positifs et laisser à l'industrie le temps voulu pour s'ajuster.

Les avis étaient partagés au sujet du succès des contenants consignés ou à remplissages multiples. Certains étaient très optimistes quant au taux possible de récupération par la consigne. D'autres, inquiets des inconvénients que celà causerait aux consommateurs, étaient plutôt en faveur de la collecte sélective.

La question a été posée: les deux systèmes peuvent-ils coexister, ou ne risque-t-on pas de semer la confusion dans le public?

On a aussi identifié certaines réglementations canadiennes d'assurance des emballages lors du transport, qui pourraient rendre impossible des efforts de réduction.

TORONTO

La réunion de Toronto a attiré le plus grand nombre de participants, soit plus de 125, ce qui a fait que les échanges entre participants étaient un peu plus difficiles et moins spontanés.

On a beaucoup parlé durant la réunion de la récente expérience de collecte sélective menée en Ontario auprès de plus de 1.8 million de foyers. L'ampleur de programme pose des défis de taille pour ce qui est des marchés et de la qualité des approvisionnements, de sorte que certaines municipalités éprouvent des difficultés à poursuivre le programme.

Les principales questions touchant plus spécifiquement le Protocole ont été les suivantes:

- Les objectifs de réduction des déchets devraient varier selon les secteurs, certains ayant déjà fait beaucoup, tandis que d'autres ont encore beaucoup de chemin à faire.
- Les possibilités de réutilisation devraient être examinées cas par cas, en tenant compte des besoins énergétiques et des autres impacts sur l'environnement.

On a exprimé des avis très divers sur la question des contenants consignés:

- Certains ont indiqué que la réutilisation entrait en contradiction avec le recyclage, et n'était pas pratique en raison de la main d'oeuvre et de l'espace d'entreposage requis.
- D'autres ont plutôt suggéré d'étendre la pratique de la réutilisation, en commençant par de meilleures habitudes à la maison et en ayant recours à des systèmes de consignation financés conjointement par l'industrie et le gouvernement.
- Plusieurs participants ont indiqué que la standardisation n'était guère possible dans un marché global.
- D'autres ont fait valoir qu'elle était possible dans certains secteurs, comme à la Société des Alcools.
- L'emballage industriel offre de nombreuses possibilités de réutilisation.
- Les "vrais" coûts du recyclage devraient être pris en compte.
- Le Protocole doit s'attaquer à la question de la commercialisation des produits recyclés.
- L'étiquetage "produit recyclable" est une bonne idée à condition qu'un système soit en place et qu'il y ait des marchés.
- La responsabilité de l'évaluation environnementale ne devrait pas incomber aux seuls transformateurs; certains sont trop petits, d'autres ont des centaines de produits différents.
- Il faut que le gouvernement fédéral assume le leadership.
- Certains règlements, comme celui sur l'étiquetage, ainsi que les exigences d'épaisseur pour qu'un emballage soit assurable, ont été cités comme exemples de contradictions dans les priorités du gouvernement.
- L'industrie doit se policer elle-même. Les règlements ne sont pas productifs et d'application difficile.

Toronto...

Les participants ont indiqué qu'à leur avis on devrait trouver un moyen d'appliquer le Protocole aux produits importés. Tous se sont dits préoccupés par les problèmes de capacité d'application des mesures réglementaires: on trouve déjà sur le marché des emballages illégaux qui ne se conforment pas aux lois existantes. Enfin, la plupart des participants ont demandé une réglementation, préférant que le Protocole fixe des objectifs, mais en laissant à l'industrie la possibilité de les rencontrer.

À TRAVERS LES BRANCHES...

"Dans les petits emballages viennent les plus beaux cadeaux..."

Victoria

"La standardisation est impensable, sauf dans un monde de rêves..."

Montréal

"L'industrie se préoccupe de l'environnement... en paroles"

Moncton

"C'est le marché, non la technologie, qui décide si un produit est recyclable..."

Winnipeg

"Le public est intéressé, mais n'est pas renseigné..."

Moncton

"Il faut développer un sens de responsabilités pour ces produits... il est trop facile de blâmer les autres"

Edmonton

"Il faut faire un petit effort au début du processus... le chiffre le plus important de votre appel est le premier"

Winnipeg

"Qui est responsable?... Personne "n'est pas" responsable!"

Victoria

"Le Protocole ne doit pas financer notre déficit fiscal, mais notre déficit environnemental"

Edmonton

"Les Européens achètent leur pain enveloppé d'une serviette de papier... les Canadiens accepteront-ils de faire de même?"

Toronto

appendix c.

NAME:_____ AFFILIATION:_____

PRIORITIES OF COMPONENTS

Please provide the following components, marking with a 1 those of a first priority, with a 2 those of secondary priority. Mark with an X those which you feel should *under no circumstances* should be part of the protocol.

	PRIORITY	COMMENTS
A) federal legislation		
B) material bans by municipality		
by province		
by federal government		
by material type		
by container type		
C) industrial reduction		
D) recycling targets		
E) taxation applied at consumer point of purchase		
applied to industry on "virgin Materials		
F) provincial legislation		
G) industrial levees		
H) voluntary private sector funding		
I) government procurement policies		
J) private industry goals and commitments		
K) R and D funding assistance to industry		
L) market development assistance for recyclables		
M) tax exemption for complying industries		
N) preferential labelling by composition		
by toxicity		
by recyclability		

	PRIORITY	COMMENTS
q) deposits:		
refillables		
non-refillables		
r) environmental "life cycle" assessment		
s) environmental "charges"		
t) incineration alternatives		
u) energy from waste initiatives		
v) data reporting by industry		
w) public education through schools		
through advertising		
x) Waste disposal/tipping/user fees levied at:		
municipal levels		
regional levels		
provincial levels		

Other components _____

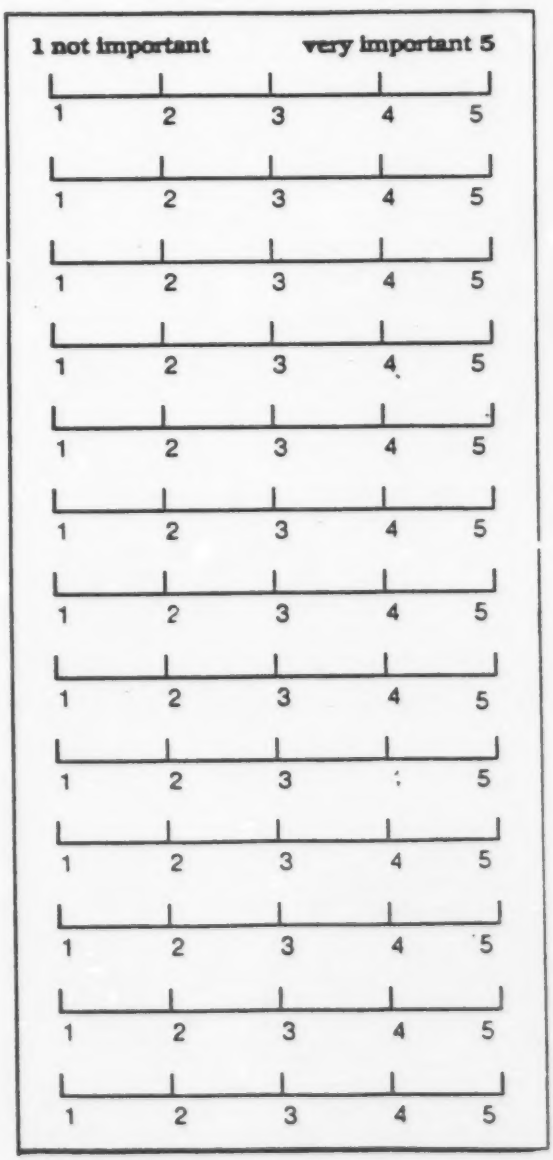
NAPP TASKFORCE WORKSHOP MATERIALS: SEPTEMBER 12

Protocol - "Original draft of diplomatic document; formal statement of transaction; observance of official formality and etiquette.

The National Packaging Protocol (NAPP) will "set targets and schedules for the minimization of packaging waste and contribute to a 50% overall reduction in waste generation by the year 2000". To achieve this goal, the NAPP will consist of those measures deemed most effective and appropriate by the Task Force. A series of criteria are listed below, against which each proposed option will be assessed.

ACCEPTABILITY CRITERIA

With respect to the protocol:


1 not important
very important 5
The protocol affects each province equally.
The protocol respects provincial government jurisdictions.
The protocol is doable in the short term.
The protocol encourages the immediate imposition of legislation by the provinces.
The protocol encourages the eventual imposition of legislation by the provinces.
The protocol includes the imposition immediate federal legislation.
The protocol includes the eventual imposition of federal legislation.
The protocol relies on voluntary action by industry.
The protocol includes measures for which technology already exists.
The success of the protocol is dependent on technology development.
The protocol provides incentives for industry.
The protocol applies to all packaging products and material manufactured in Canada.
The protocol applies to all packaging material imported into Canada.
1 2 3 4 5

L) The protocol applies to all packaging products and material *manufactured* in Canada.

M) The protocol applies to all packaging material *imported* into Canada.

N) The protocol applies to all packaged products *imported* into Canada.

O) The protocol requirements comply with the GATT.

P) The protocol is defensible under the FTA.

Q) The protocol should initiate reliable data collection mechanisms.

R) The protocol accounts for the environment impact of the life cycle of the product.

S) The costs of the protocol are shared by industry and government.

T) The protocol receives unanimous approval by the provinces.

U) The protocol receives unanimous approval from Task Force members.

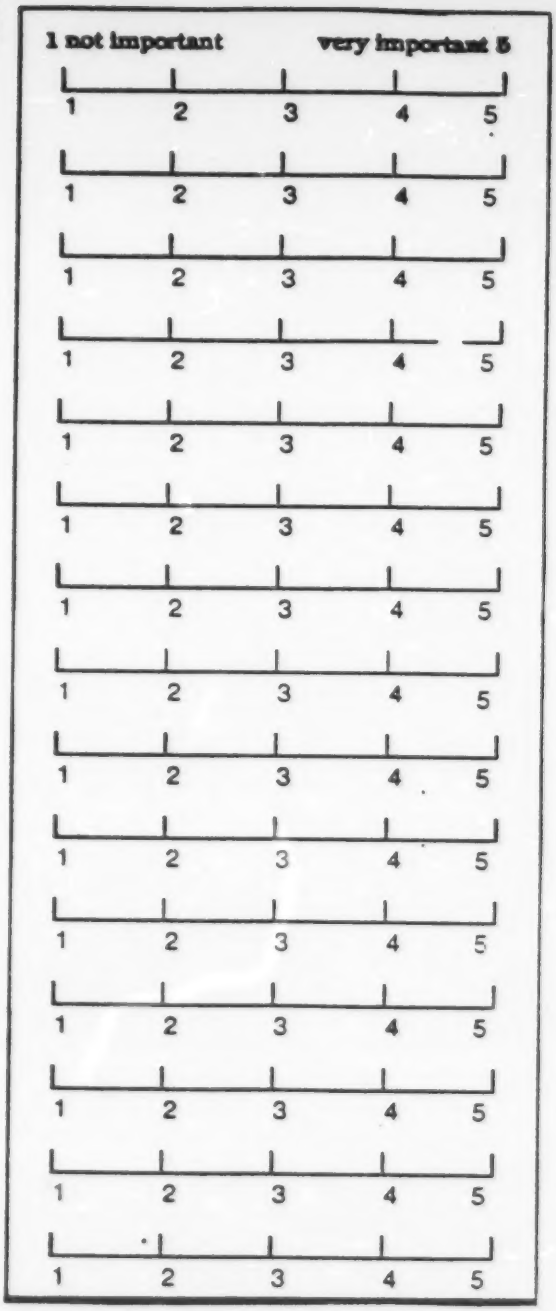
V) The number of jobs lost/created by the protocol.

W) The degree to which hardest hit provinces are compensated.

X) The degree to which hardest hit industries are compensated.

Y) The protocol is reliant on consumer action brought about through education.

Z) The protocol provides a model for other countries



Additional criteria: _____

appendix d.

NATIONAL PACKAGING PROTOCOL

PROPOSALS FOR ACTION

Discussion Document

The Proposals contained in this document are for discussion purposes. The National Packaging Protocol will be drafted following national discussion of these proposals and finalization. The draft National Packaging Protocol will be presented for review/discussion at a national workshop in February, 1990.

PREAMBLE

The National Packaging Protocol will establish national objectives and actions related to the management of packaging. Specifically these objectives and actions will relate to the 1989-2000 period. It is anticipated, however, that objectives and actions will be enhanced beyond this time-frame to achieve the eventual goal that *no* packaging require disposal. While objectives and actions identified in the Protocol will be national in scope, the implementation of these initiatives will also be sensitive to regional needs and realities.

Achievement of the objectives of the Protocol will require a co-operative effort involving governments, business and environmental consumer groups at national and regional levels.

SUMMARY GOALS

The following to be mandated with effect from January 1, 1990:

1) 50% diversion over a baseline of 1988 in waste packaging going to disposal by source reduction, or reuse or recycling by year 2000.

2) All packaging to be recyclable by January 1, 1995.

3) Manufacturers shall be responsible for ensuring packaging made from their materials is recycled.

The following to be mandated with effect from January 1, 1992:

1) No toxic substance shall be used in packaging, with toxic to be defined by the federal government by October 1, 1990.

2) Every tonne of waste sent for ultimate disposal shall bear a federal levy of $10.00, the proceeds of which shall be used by Environment Canada for education, research and development, enforcement of the packaging laws and regulations, administration of these functions, and other federally co-ordinated initiatives to achieve 50 percent diversion is packaging going to disposal.

The following to be regulated at the request of industry:

1) Any regulation designed to achieve fair compliance (of Canadian products and imports with the above requirements and the following requiring actions listed in this document.

The following to be considered a long-term objective:

1) *All* packaging to be managed by source reduction, reuse or recycling

SOURCE REDUCTION

OBJECTIVE	ACTIONS	DESCRIPTION	COMMENTS	RANK OF IMPORTANCE
To maximize source reduction in order to achieve at least a 10% reduction in packaging waste on a per capita basis	Develop code for universal application	Industry/Govt to adopt "Code of environmentally good packaging practices".		
	Establish source reduction guidelines	Draft Guidelines for minimal packaging		
	Packaging Substitution	Identify/implement bulk selling opportunities		
		Identify/eliminate packaging not meeting "Code" standards		
	Procurement Policies	Government & Industry procurement to favour "minimal" packaging		

REUSE

OBJECTIVE	ACTIONS	DESCRIPTION	COMMENTS	RANK OF IMPORTANCE
25 percent by weight of packaging to be reusable by year 2000	Guidelines for reuse design	Develop Guidelines for adoption		
	Standardization	Standardize packaging size and materials		
	Deposit/Return System	Establish deposits on all reusable packaging Establish handling infrastructure		
	Mandate Material Handling Reuse	All material handling goods/ materials in reusable packaging eg: strengthen/laminating paperboard packaging		
	Waste Exchange	Priorize packaging reuse as waste exchange promote activity		

RECYCLING

OBJECTIVE	ACTIONS	DESCRIPTION	COMMENTS	RANK OF IMPORTANCE
All packaging to be recyclable by 1995	Develop "Design for Recycling Guidelines"	Industry to adopt Guidelines to ensure packaging recyclability and ensure the recycling of packaging occurs		
	Establish minimum post-secondary material content	All packaging to contain minimum secondary material content		
	All provinces to implement nationally compatible packaging recycling systems	Provinces establish adequate infrastructure		
	Governments & Industry procurement policies	Policies establish market support for recyclable and recycled packaging		
	Recycling award program	Annual awards to industry for innovation		
	Recycling package labels	a) to identify package is recyclable b) to identify minimum secondary material content		

DESIGN FOR MINIMUM ENVIRONMENTAL IMPACT OF PACKAGING

OBJECTIVE	ACTIONS	DESCRIPTION	COMMENTS	RANK OF IMPORTANCE
Minimization of environmental impacts	Develop methodology acceptable to all stakeholders for environmental impact audit for packaging life cycle	Methodology to be used by packaging converters to conduct life cycle analyses		
	Inventory/Characterize Packaging Converters	Develop detailed data base		
	Converters to undertake life cycle audits	Converters to undertake life cycle audits of their packaging with particular emphasis on 3Rs and develop Action Plan for compliance with Protocol		
	Government Review of Action Plan	Life cycle analysis results and Action Plan to be reviewed by Federal government		
	Develop non-toxic Packaging	Ensure that no toxic substance is used in packaging. Federal government to define "toxic".		

SUPPORT INITIATIVES

OBJECTIVE	ACTIONS	DESCRIPTION	COMMENTS	RANK OF IMPORTANCE
To provide necessary financial/infrastructure support	Market Development	Identify new applications for secondary packaging material		
	Stimulate innovation	Support innovation: eg: "lightweighting" of packaging, reduced energy usage, reduced packaging use		
	Business Development	Identification/development of domestic and overseas business opportunities		
	Technology Demonstration Transfer	Promote application of new technology to meet Protocol objectives		

COMMUNICATION

OBJECTIVE	ACTIONS	DESCRIPTION	COMMENTS	RANK OF IMPORTANCE
To build public support and generate consumer demand for environmentally improved packaging	Public Education	Educate consumer regarding need for and objectives of the Protocol and create"peer pressure" for packaging demand and management preferences		
	Communicate Protocol to stakeholders	Ensure communication of Protocol objectives and create "peer pressure" to comply		
	Image	Create "peer pressure" for packaging demand and management preferences that contribute to financial self-sufficiency of actions taken to meet Protocol objectives		

FINANCING

OBJECTIVE	ACTIONS	DESCRIPTION	COMMENTS	RANK OF IMPORTANCE
To ensure financing of protocol initiatives and create financial incentive for private sector actions; achievement of protocol objectives to become financially self-supporting	Allocate funds to finance Federal level Protocol Responsibilities	To finance: •Source reduction guidelines •Product reuse guidelines •Design for recycling guidelines •Recycling award program •Package labelling program •Environmental life cycle methodology development •Packaging Industry data base development •Review/Audit of Action Plans for Environmentally benign packaging •Market development •Research and development •Business development •Technology demonstration/transfer •Public education program •Creation of public image •Communication of Protocol		

FINANCING (con't)

OBJECTIVE	ACTIONS	DESCRIPTION	COMMENTS	RANK OF IMPORTANCE
	Implement a Waste Tax	A Federal levy of $10 per tonne on all waste sent for disposal to provide funding for the above activities		
	Implement Environmental Impact Tax	Implement tax on packaging converters based on environmental impact of packaging identified by life cycle audit. Incentive to "reduction" by lower tax rates on less energy, material etc; Incentive to "recyclability by higher tax rate on non-recyclable packaging; Tax credit for recyclable packaging market development initiatives.		
	Creation of National industry organization to support Protocol objectives	Creation of national industry organization to co-ordinate and fund industry initiatives to achieve Protocol objectives. Organization to be funded by contributions from industry based on environmental impact of packaging.		

FINANCING (con't)

OBJECTIVE	ACTIONS	DESCRIPTION	COMMENTS	RANK OF IMPORTANCE
	Implement a Waste Tax	A Federal levy of $10 per tonne on all waste sent for disposal to provide funding for the above activities		
	Implement Environmental Impact Tax	Implement tax on packaging converters based on environmental impact of packaging identified by life cycle audit. Incentive to "reduction" by lower tax rates on less energy, material etc; Incentive to "recyclability by higher tax rate on non-recyclable packaging; Tax credit for recyclable packaging market development initiatives.		
	Creation of National industry organization to support Protocol objectives	Creation of national industry organization to co-ordinate and fund industry initiatives to achieve Protocol objectives. Organization to be funded by contributions from industry based on environmental impact of packaging, as determined by environmental impact audit		

REGULATORY ACTIONS

OBJECTIVE	ACTIONS	DESCRIPTION	COMMENTS	RANK OF IMPORTANCE
Ensure the necessary regulatory posture to ensure CCME goal is met	Require packaging converters to conduct life cycle analyses	Require industry audits be conducted, and action plans submitted to federal government		
	Contract compliance by Industry and Government	Vendors to confirm to purchaser the above action has been taken by converters of packaging used by the vendor as a condition of conducting business		

- Other regulatory actions will be undertaken as determined to be necessary by the success of non-regulatory protocol initiatives

- Other regulatory actions requested by industry to ensure fair competitive standards relating to implementation of the Protocol

appendix e.

NATIONAL PACKAGING PROTOCOL FINAL NATIONAL WORKSHOP
PARTICIPANTS LIST

Roger Adams
Consumers Glass
Toronto, Ontario

Jeffrey Anderson
Bristol-Myers
Toronto, Ontario

Michel Anderson
Esso Chemical Canada
Toronto, Ontario

Magda Batky
Canadian Plastics Institute
Toronto, Ontario

Tom Klein-Beernink
Opirg-Guelph
Guelph, Ontario

Terry Birrell
Lily Cups Inc.
Toronto, Ontario

Drew Blackwell
Metropolitan Works Dept.
Toronto, Ontario

Hank Blommers
C.F.W.A.
Toronto, Ontario

Denis Blondeau
FBI Brands Ltd.
Mont St. Hilaire, Québec

George Bothwell
Coca-Cola Ltd.
Toronto, Ontario

Maryon Brechin
Consumers Association
of Canada
Burlington, Ontario

David A. Del Brocco
Polytainers Inc.
Toronto, Ontario

Lynn Brown
Saskatchewan Eco-Network
Saskatoon, Saskatchewan

Monica Butschek
Canadian Restaurant Assoc.
Toronto, Ontario

Ken Campbell
Canadian Hardware Housewares
Mftrs. Association
Toronto, Ontario

Jean Cantin
Consultant
Hull, Québec

Paul Carbray
Emballages Consumers Inc.
Candiac, Québec

Julian P. Carroll
Lawson Mardon Group
London, England

Julia Chadwick
E.C.O. Action
Moncton, New Brunswick

Marilyn Churley
City of Toronto
Toronto, Ontario

Adam Ciulini
Environment Ontario
Toronto, Ontario

Kathy Clarke
Environment Ontario
Toronto, Ontario

David Climenhage
DuPont Canada Inc.
Whitby, Ontario

David L. Cooke
NOVA Petrochemicals
Calgary, Alberta

Marie Courdin
Consumer & Corporate Affairs
Ottawa, Hull

Jackie Crichton
LOEB
Ottawa, Ontario

Joe Cunningham
Industry, Science & Technology
Ottawa, Ontario

Julia Lyndon Deans
Toronto Recycling Action Cttee.
Toronto, Ontario

Kathy Deeg
Energy Pathways Inc.
Ottawa, Ontario

Elwood Dillman
Scotia Investments Limited
Hantsport, Nova Scotia

Cary C. Dressler
Cary C. Dressler Associates
Consultants Inc.
Hudson, Québec

Bev Derusha
Novacor Chemicals
Calgary, Alberta

Larry Dworkin
Packaging Assoc. of Canada
Toronto, Ontario

D.J. Edge
Lever Brothers Limited
Toronto, Ontario

F.H. Edgecombe
EPIC
Toronto, Ontario

Carl Ellingsen
Canadian Pulp & Paper Assoc.
Montréal, Québec

Gordon Elliott
Novacor Chemical
Calgary, Alberta

Don Elsaesser
Environment Saskatchewan
Regina, Saskatchewan

Charmian Entine
EPIC
Toronto, Ontario

Christine Ouellet
A.D.A.
Montréal, Québec

Janine Ferretti
Pollution Probe Foundation
Toronto, Ontario

Abe Finkelstein
Environment Canada
Hull, Québec

Mick Flynn
BCLDB
Vancouver, British ColumbiaC

Aaron Freeman
QPIRG-McGill
Montréal, Québec

M. Frohcidi
Balcan Plastics
St. Leonard, Québec

Deborah Garry
Continental Golin/Harris
Ottawa, Ontario

Katherine Goddard
Conservation Council of Ontario
Toronto, Ontario

Tim Grant
Environmental Action Committee
Toronto, Ontario

Andrew Green
QPIRG-McGill
Montréal, Québec

Ross S. Green
Kraft General Foods Canada Inc.
Montréal, Québec

Scott Grills
Smith Packaging
Nepean, Ontario

Gilles Guertin
Industries Lassonde Inc.
Rougemont, Québec

Tim Hagarty
Lever Bros. Ltd.
Toronto, Ontario

John Hanson
Recycling Council of Ontario
Toronto, Ontario

Steve Hart
Environment Canada
Hull, Québec

Heather Hattin
Canadian Standards Assoc.
Rexdale, Ontario

David Hay
Environment Canada
Hull, Québec

Jacob Heilik
CCAC
Hull, Québec

Terry Henderson
Hostess Frito-Lay Co.
Cambridge, Ontario

Gilles Henry
Cascades Sentinel
Montréal, Québec

L.A. Herron
Canada Packers
Toronto, Ontario

Doug Hickman
MacLaren Engineers
Toronto, Ontario

Jennifer Hillard
Consumers Association
of Canada
Winnipeg, Manitoba

Douglas A. Hortin
Price Daxion
Mississauga, Ontario

Margo Howe
Energy Pathways
Ottawa, Ontario

Gary Hughes
Montplas Inc.
Montréal, Québec

D.J. Iwacha
Lawson Mardon Flex. Pkg.
Weston, Ontario

Raymond Jobin
Québec Bottled Water Association
Ste. Marthe, Québec

Abe Kabayama
Tetra Pak Inc.
Aurora, Ontario

Patrick Kane
Alberta Environment
Calgary, Alberta

Ronald H. Kelsch
Domtar Packaging
Malton, Ontario

Gulbaz Khan
Environment Ontario
Toronto, Ontario

Jaan Koel
Tetra Pak Inc.
Aurora, Ontario

G. Kristianson
Brewers Association of B.C.
Victoria, British Columbia

Gaston Lafleur
Conseil Québecois du
Commerce du detail
Montréal, Québec

Marie Lafleur
Federation of Canadian
Municipalities
Ottawa, Ontario

Sally LaPierre
Industry, Science & Technology
Ottawa, Ontario

André Latour
AMPAQ
Montréal, Québec

Robert Lauzon
Environment Québec
Ste Foy, Québec

Christine Lawson
MWR & Associates
Toronto, Ontario

Lisanne Losier
Environment Canada
Hull, Québec

Ruth Lotzkar
Consumers' Assoc. of Canada
Vancouver, British Columbia

Ken Ludwig
EAO
Ottawa, Ontario

André Martel
Collecte Sélective Québec
Montréal, Québec

Leroy Maskell
McCain Foods
Florenceville, New Brunswick

Brian McClay
Canadian Pulp & Paper Assoc.
Montréal, Québec

Christine McLachlan
Curwood Packaging
Georgetown, Ontario

Ronald McLean
Arthur D. Little
Cambridge, United Kingdom

Thomas Millar
Poly-Eastern Pkg. Ltd.
Saint John, New Brunswick

Yvon Millette
Association Brasseurs Québec
Montréal, Québec

John Mitchell
Price Daxion
Mississauga, Ontario

R.A. Morrison
Brewers Association of Canada
Ottawa, Ontario

Sandra Nasturzio
Coopers & Lybrand
Toronto, Ontario

George Ninacs
Industry, Science & Technology
Ottawa, Ontario

Richard Olley
Twinpak Inc.
Brantford, Ontario

Neil Paddle
Environment Action Ontario
Toronto, Ontario

Joe Paparo
Le Fonds Québecois du
Recuperation
Montréal, Québec

Guy Paquet
Joseph E. Seagram
Montréal, Quebéc

Glen Parker
Procter & Gamble Inc.
Toronto, Ontario

Janet Parkhill
New Bruinswick Environment
Fredericton, New Brunswick

Raymond F. Poisson
Dow Chemical Canada Inc.
Ottawa, Ontario

Donna Police
Hilinex Packaging Inc.
Vancouver, British Columbia

Michel Primeau
Compagnie des produits
laminés Alcan
Montréal, Québec

Gerry Rakobowchuk
Agriculture Canada
Ottawa, Ontario

Graham Read
Ecology Action Centre
Halifax, Nova Scotia

Helen Rice
City of Grande Prairie
Grande Prairie, Alberta

Mary W. Rowe
MWR & Associates
Toronto, Ontario

Robert I. Scott
Hercules Canada Inc.
Mississauga, Ontario

Eila Silkanen
CGSB
Ottawa, Ontario

Eileen Smith
Region of Haldimand-Norfolk
Simcoe, Ontario

M. Sparrow
Brewers Association of Canada
Ottawa, Ontario

Richard Spencer
Corporate Foods Ltd.
Toronto, Ontario

Don Stewart
Industry, Science & Technology
Ottawa, Ontario

Jim Stewart
Esso Chemical Canada
Toronto, Ontario

Tony Stikeman
Corporation House Ltd.
Ottawa, Ontario

Eugenia M. Story
University Women's
Club of Ottawa
Ottawa, Ontario

Garth Sundeen
Canadian Meat Council
Islington, Ontario

Kara Symbolic
Waterloo Public Interest Group
Kitchener, Waterloo

Hank Taylor
CPC/SFA
Ottawa, Ontario

Jane Teeter
Agriculture Canada
Ottawa, Ontario

Bill Terry
Industry, Science & Technology
Ottawa, Ontario

Dave Thompson
Province of Manitoba
Winnipeg, Manitoba

Bertin Tremblay
Ministére Industrie
Commerce & Technologie
Québec, Québec

W.A. Tuer
W.A. Tuer Associates
Cobourg, Ontario

Jim Vandenham
H.J. Heinz Co. of Canada Ltd.
Leamington, Ontario

Paulette G. Vinette
Canadian Soft Drink Assoc.
Toronto, Ontario

Lionel Weatherdon
Price Daxion
Mississauga, Ontario

Jack Webb
Nova Scotia Liquor Comm.
Halifax, Nova Scotia

Bruce White
NDMAC
Ottawa, Ontario

Cy. Wilding
Canadian Cosmetic, Toiletry
and Fragrance Association
Mississauga, Ontario

Susan Wilkinson
The Borden Co. Ltd.
Toronto, Ontario

Judy Wilson
Regional Municipality of Ottawa
Ottawa, Ontario

Wayne Wilson
Petro-Canada
Mississauga, Ontario

Christopher Y. Woods
Torham Packaging Inc.
Hamilton, Ontario

Tim C. Woods
Nestle Enterprises Ltd.
Toronto, Ontario

National Packaging Protocol (NAPP)

Workshop - Tuesday, October 3, 1989

Metro Toronto Convention Centre

PARTICIPANTS

Vito Ariganello	Metropolitan Toronto Works Department	Toronto, Ont.
Drew Blackwell	Federation of Canadian Municipalities	Toronto, Ont.
Petra Bohringer	First Brands (Canada) Corp.	Scarborough, Ont.
George Bothwell	Coca-Cola Ltd.	North York, Ont.
Maryon Brechin	Consumers' Assn. of Canada	Burlington, Ont.
Jaro Cekota	Cascades Dominion Inc.	Brantford, Ont.
David C. Climenhage	Du Pont Canada Inc.	Whitby, Ont.
A. Cuilini	Ontario Environment	Toronto, Ont.
Sally Davidson	RSMI	North York, Ont.
Lynn Deegan	Environmentally Sound Packaging Coalition	Vancouver, B.C.
Edward K. Dobrucki	CKF Inc.	Rexdale, Ont.
Larry Dworkin	Packaging Assn. of Canada	Toronto, Ont.
Charmian Entine	EPIC	Toronto, Ont.
Don Elsaesser	Sask. Environment	Regina, Sask.
Janine Ferretti	Pollution Probe Foundation	Toronto, Ont.
A. Finkelstein	Environment Canada	Ottawa, Ont.
Ed R. Fox	SWEAP	Toronto, Ont.
E. Brian Gibson	Canadian Tinplate Recycling Council	Hamilton, Ont.
Jim Gillies	Canadian Hardware Housewares Mfg. Assn.	Toronto, Ont.
Sam Hasan	AT Plastics	Brampton, Ont.
John Hanson	Recycling Council of Ont.	Toronto, Ont.
D.J. Hay	Environment Canada	Ottawa, Ont.
Doug Hickman	MacLaren Engineers	North York, Ont.

Ralph A. Hicks	New Brunswick Liquor Corp.	Fredericton, N.B.
Jennifer Hillard	Consumers' Assn. of Canada (Manitoba)	Winnipeg, Man.
Joan Huzar	Consumers' Assn of Canada (Ontario)	Goderich, Ont.
Ruth Johnson	North York Environment Committee	North York, Ont.
Abe Kabayama	Twinpak Inc.	Mississauga, Ont.
Pat Kane	Alberta Environment	Edmonton, Albt.
Kathy Killinger	Borough of East York	Toronto, Ont.
Jaan Koel	Tetra Pak	Toronto, Ont.
Dave Krentz	Canadian Soft Drink Assn.	Toronto, Ont.
Barbara Lamb	RSMI	North York, Ont.
R. Lauzon	Quebec Environment	Quebec City, Que.
Christine Lawson	MWR & Associates	Toronto, Ont.
Moira Leiper	Federation of Canadian Municipalities	Halifax, N.S.
Paul Lisanti	Dual Removal Systems	Toronto, Ont.
Lisanne Losier	Environment Canada	Ottawa, Ont.
Ruth Lotzkar	Consumers Assn. of Canada	Vancouver, B.C.
Bruce D. MacDonald	Boyle-Midway Canada Ltd.	Toronto, Ont.
Virginia W. MacLaren	Institute for Environmental Studies, U of T	Toronto, Ont.
Pat McFarlane	Recycling Council of Ont.	Toronto, Ont.
Jack McGinnis	MacLaren Engineers	North York, Ont.
Thomas Millar	PCL & Easstern Packaging Ltd.	Saint John, N.B.
Prem C. Nanda	Consumers' Assn. of Canada (Ontario)	Kingsville, Ont.
Janet Parkhill	N.B. Environment	Saint John, N.B.
Gerry Rakobowchuk	Agriculture Canada	Ottawa, Ont.
Alan Robinson	Packaging Assn. of Canada	Toronto, Ont.
Jim Rook	Chantler & Chantler Inc.	Mississauga, Ont.
Lorraine Roulston	PAC	Pickering, Ont.
Mary W. Rowe	MWR & Associates	Toronto, Ont.
Dennis Ryan	Nova Scotia Environment	Halifax, N.S.

Steven Shrybman	Canadian Environmental Law Association	Toronto, Ont.
Peggy Smyth	Consumers' Assn. of Canada (Ontario)	Toronto, Ont.
Robert Sutherland	Marubeni Canada Ltd.	Toronto, Ont.
Brian Tomlinson	Church & Dwight	Toronto, Ont.
Allard W. van Veen	Pitch-In Canada	White Rock, B.C.
Brian Wastle	Dow Chemical Canada Inc.	Sarnia, Ont.
Susan Werden	Metropolitan Toronto Works	Toronto, Ont.
William Whittington	Fibracan, an Innopac Co.	Mississauga, Ont.
	Department	Toronto, Ont.
Ron Whyte	Ministy of Industry, Trade & Technology	Toronto, Ont.
C. Wilding	Canadian Cosmetic, Toiletry and Fragrance Assn.	Mississauga, Ont.
Peter Wong	FCM & GRCDA	Sudbury, Ont.
	Collecte Selective Quebec	Montreal, Que.

MONCTON NAPP WORKSHOP

Kathryn Barnes
City of Moncton

Jim Bauld
City of Halifax

Ruth Bulmer
Restigouche Solid
Waste Committee
Campbellton, N. B.

Julia Chadwick
Environmental Action Group
Moncton, N.B.

Lois Corbett
Ecology Action Centre
Halifax, NS

E.F. (Skip) Cormier
Moosehead Breweries Limited
Saint John, NB

Elwood L Dillman
Scotia Investments Ltd.
Hantsport, N. S.

Fred Edgecombe
EPIC
Toronto, Ontario

Mr. Allan K. Fraser
Baxter Foods Limited
Saint John, N. B.

Peter Fralich
Poly Cello
Amherst, N. S.

David Hay
Environment Canada

Mike Healy
Department of Agriculture
Fredericton, NB

Doug Hickman
MacLaren Engineers
Toronto, Ontario

Bill Howard
PEI Environment

Bryan Howell
Consumers Glass
Moncton, N. B.

Peter Klaassen
Tricil Limited
Charlottetown, P. E. I.

Pierre Landry
Westmorland - Albert
Solid Waste
Moncton, NB

Lisanne Losier
Environment Canada

Patrick MacCallum
Hub Meat Packers Ltd.
Moncton, NB

Mike McCormick
Agriculture Canada
Fredericton, NB

Wayne A. MacDougall
P.E.I. Liquor
Control Commission
Charlottetown, P. E. I.

Stan Moore
PEI Liquor Control

Ron Neumeyer
Environment Canada
Dartmouth, NS

Sherry Porter
Canadian Council of
Grocery Distributors
Halifax, N. S.

David Rawding
Atlantic Packaging Prod.
Saint John, N. B.

Brian Van Rooyen
Municipality of Kings
Kentville, NS

James Ross
Northland Solid Waste
Prov. Committee
Barryville, NB

W. Paul Sambrooke
Prince Edward Island
Bag Co. Ltd.
Summerside, P. E. I.

Rundell U. Seaman
Seaman's Beverages Ltd.
Charlottetown, P. E. I.

Carl Sparkes
Eastern Bakeries
Saint John, N. B.

Margo Sparrow
Brewers Association of Canada
Ottawa, Ontario

Gerry Stewart
P.E.I. Dept. of the Environment
Charlottetown, P.E.I.

Joe Waugh
Kings Co. Solid Waste
Committee

Jack Webb
Nova Scotia
Liquor Commission
Halifax, Nova Scotia

Fred Wendt
Metropolitan Authoritys
Halifax, N. S.

TORONTO NAPP WORKSHOP

Roger Adams
Consumers Glass

Jeff Anderson
C.M.C.S.
Canadian Manufacturers
of Chemical Specialties Assoc.

Vito Ariganello
Metropolitan Toronto Works Dept.

Peter Batt
GenPak Canada

Neil Baker
Regional Municipality of Peel

Tom Klein Beernink
Ontario Public Interest
Research Group

George Berger
Metropolitan Toronto

Terry Birrell
Lily Cups Inc.

Brian Blamire
Plasti-fab Ltd.

Dan W. Boivin
Du Pont Canada Inc.

Susan Boothe
Packaging Association
of Canada (PAC)

George Bothwell
Coca-Cola Ltd.

Fred Bower
AT Plastics Inc.

Maryon Brechin
Consumers Association
of Canada

Glenda Brown
Packaging Association
of Canada (PAC)

John M. Cameron
Du Pont Canada Inc.

Tim Carter
Canadian Council of
Grocery Distributors

Councillor Scott Cavalier
Metropolitan Toronto

J. A. Cekota
Cascades Dominion Inc.

Cathy Cirko
Consumers Glass

Adam Ciulini
Ministry of the Environment
of Ontario

Kathleen Clarke
Ministry of the Environment
of Ontario

Dave Climenhage
Du Pont Canada

Nancy Cluff
Ontario Waste
Management Association

Roger Cole
GenPak Canada

Blair Connor
Metropolitan Toronto

Sheila Cordine
Packaging Association
of Canada (PAC)

Alexandra Cunningham
Resource Integration Systems
(RIS)

G. Wayne Dean
Polytainer

T. F. Dempster
Borden Canada

James Dixon
Canadian Standards Association

Larry Dworkin
Packaging Association
of Canada (PAC)

D. J. Edge
Lever Bros. Limited

Fred H. Edgecombe
Environment & Plastics
Institute of Canada

Charmion Entine
Society of Plastics Industry
Environment and Plastics
Institute of Canada (SPI/EPIC)

Phil Ferguson
Association of Municipalities
of Ontario

Abe Finklestein
Environment Canada

Stephen Foster
Biggar Plastics Inc.

Jim Gillies
C. H. H. M. A.
Can. Hardware & Housewares
Manufacturers Assoc.

Jim S. Gracie
First Brands (Canada) Corporation

Kathryn Grimbly-Bethke
Packaging Association
of Canada (PAC)

John Hanson
Recycling Council of Ontario

Christopher C. Hart
Association of Professional
Engineers of Ontario (AM only)

Christopher P. Hart
Osler, Hoskin & Harcourt

Heather Hattin
Canadian Standards Association

David Hay
Environment Canada

Doug Hickman
MacLaren Engineers

Barbara Hiles
Husky Injection Molding
Systems Ltd.

Joe Hruska
Canadian Tinplate
Recycling Council

Paul D. Hunt
Monarch Fine Foods
(Unilever)

Don Iwacha
Lawson Mardon Group

George James
Continental Golin/Harris

Dave Jarvis
Astro Polyfoam Ltd.

M. A. Kabayama
Twinpak Inc.

Debby Kemmler
Trow, Dames & Moore

Kathy Killinger
Borough of East York

David Kirk
The Quaker Oats
Company of Canada Ltd.

Peter Kirkis
Ropak Corp.

Liisa Klemets
Canadian Standards Association

Ann Knipl
Packaging Assocaition
of Canada (PAC)

Dave Krentz
Canadian Soft Drink Assoc.

Basia Krzyzanowski
Environmental Action Ont.

Barbara Lamb
RSMI

Christine Lawson
MWR & Associates

Christina Lianga
Gore & Storrie Consulting

Lisanne Losier
Environment Canada

Chris Maclean
Molson Breweries

Joe Maclean
Recycling Advisory Committee

Ric McDonald
Recycling Development Corp. (RDC)

Vince McGovern
Union Carbide
Performance Plastics Ltd.

Jack McGinnis
Recycling Development Corporation
of Canada (RDC)

Chris McLachlan
Kurwood Packaging

Hal M. Miettinen
Ontario Waste
Management Corporation

J. R. Mills
Borden Packaging and
Industrial Products

Frank J. Mitrano
Polysar Inc.

Frank Moos
Canada Cup Inc.

Sandara Nasturzio
Coopers & Lybrand

Colleen Newell
Pepsi Cola Canada

Richard Olley
Twinpak Inc.

Glenn Parker
Procter & Gamble Inc.

Yusuf Patel
Bick's

R. Dewey Peterson
Kellogg Canada Inc.

Alan Robinson
Packaging Association
of Canada (PAC)

Steven Schildt
GenPak Canada

Robert I. Scott
Hercules Canada Inc.

Tom Shea
Somerville Packaging

H. A. Shelson
Atlantic Packaging Products Ltd.

Margo Sparrow
Brewers Association of Canada

Paul Stahlberg
Polysar Inc.

Ralph Steedman
Lawson Mardon Group

Jim Stewart
Esso Chemical Canada

Robert Sutherland
Marubeni Canada Ltd.

J. E. Swinimer
Uniplast Industries Inc.

S. Thompson
Somerville Packaging/CPBMA

Mike Thorne
Metropolitan Toronto
Works Department

Harold Tilley
Imperial Oil Limited

Ken Tomkow
CKF Inc.

Karen Trimmer
Metropolitan Toronto

Jon Uline
Nor Baker Industries Ltd.

Jim Vandenham
H.J. Heinz Company of Canada Ltd.

Brian Wastle
Dow Chemical Canada Inc.

Dick Watts
Regal Heights Residents' Assoc.

Susan Werden
Metropolitan Toronto
Works Department

Bob Whyte
Nonprescription Drug Manufacturers
Association of Canada

Cy Wilding
Canadian Cosmetic,
Toiletry and Fragrance Assoc.

Susan Wilkinson
The Borden Company, Limited

Wayne Wilson
Petro Canada

Peter Wong
Governmental Refuse Collection
and Disposal Association

Tim Woods
Nestle Enterprises Limited

Ron Woodward
Agriculture Canada

Ron Yachnin
RSMI

VICTORIA NAPP WORKSHOP

Jim Alexander
Evironmental Technology Ltd.
Vancouver, BC

Toivo Allas
Greater Vancouver Regional Dist.
Burnaby, BC

Janet Antonio
Agriculture Canada
New West, BC

Patricia Asselstine
Empress Foods
Vancouver, BC

Dee Ballin
Municpality of North Saanich

Gretchen Bozak
Agriculture Canada
Vancouver, BC

Shirley Anne Brown
Kelly Douglas & Company Ltd
Vancouver, BC

Alastair Craighead
Greater Victoria Ecological Network

Jim Cairns
Dow Chemical Canada
Richmond, BC

Renie D'Aquila
Recycling Council of BC

Lynn Deegan
Environmentally Sound Packaging
Coalition
Vancouver, BC

Gary Durkin
Canada Cup Inc.
Richmond, BC

Terry Edwards
P.A.C. British Columbia Chapter

David L.S. Ellis
Environment Canada
Vancouver, BC

M.G. (Mick) Flynn
Province of British Columbia

Kevin Gallagher
Consumer & Corporate Affairs
Canada
Vancouver, BC

Jackie Hamilton
B.C. Ministry of Regional and
Economic Development
Victoria, BC

David Hay
Environment Canada
Ottawa, Ontario

Lenore Herb
Citizens' Action Network
New West, BC

Ken Herron
Scott Paper Ltd.
Vancouver, BC

G. Hrennikoff
Dairyland Foods
Vancouver, BC

Tom Kehoe
Spar Group
Swift Current, SK

Gerry Kristianson
Brewers Association Of British
Columbia

Bill Kushlick
Spar Group
Vancouver, BC

Dennis B. Lawrence
Jacobs Suchard Canada Inc.
Vancouver, BC

Ruth Lotzkar
Consumers Association of Canada
Richmond, BC

Rod Lotzkar
Canadian Fibre
Richmond, BC

Grant Main
BC Ministry of Regional & Economic
Development

Brian Maxwell
Esso Chemical Canada
Burnaby, BC

Roz Mellander
Capital Regional District
Victoria, BC

Dave Miles
Crown Packaging
Richmond, BC

John H. Nixon
Coalition for Recycling and
Litter Control
Vancouver, BC

Stephen L. Norris
Flexpak International Corp
Vancouver, BC

Stu Reeder
B.C. Wildlife Federation

Barbara Rolls
Consumers' Assoc. of Canada
Victoria, BC

Bart Shaw
Canadian Manufacturers Assoc.
Vancouver, BC

Richard Taylor
Union of British Columbia
Municipalities

Nick Thornton
PCL Packaging
Vancouver, BC

Gillian Trumper
City of Port Alberni

Wendy Turner
Greater Vancouver Regional District
Burnaby, BC

R. W. Verpoorte
Gray Beverage Inc.
Victoria, BC

Bill Wareham
Evironmental Technology Ltd.
New Westminster, BC

Tony Weall
Society of Plastics Industry of
Canada
Vancouver, BC

Gary S. Wilson
Ellehammer Industries Ltd.
Victoria, BC

Dan Wong
Dairyland Foods
Burnaby, BC

Scott Wood
Ropak Capilano Ltd.
New Westminster, BC

Tom Wuest
City of Victoria

WINNIPEG NAPP WORKSHOP

John Amor
Gravure Graphics
Winnipeg, MB

Compton Plummer
Gravure Graphics
Winnipeg, MB

Adolf Andres
Environmental Protection
Winnipeg, MB

Dorothy Anscombe
C. A. C. Manitoba

Alexa Campbell
C. A. C. Manitoba

Claudette Davis
Winpak
Winnipeg, MB

Don Elsaesser
Saskatchewan Environment
Regina, SK

R. W. Fenton
Manitoba Recycling Action Committee

Jim Ferguson
Biomass Energy Institute
Winnipeg, MB

Professor R. A. Gallop
Food Science Department
University of Manitoba

Barbara Golden
Resource Recovery Institute
Winnipeg, MB

Doug Hickman
MacLaren Engineers
Toronto, Ontario

Jennifer Hillard
Consumers Association of Canada
Winnipeg, MB

Bill Hutton
Blackwoods Beverages
Winnipeg, MB

Ferd Kozak
CCL Label
Winnipeg, MB

Ray Krahn
I.P. C. O.
Winnipeg, MB

Lisanne Losier
Environment Canada
Ottawa, Ontario

Mike Malloy
Dow Chemical
Winnipeg, MB

Al Matheson
Agriculture Canada
Winnipeg, MB

Rod McCormick
Manitoba Environment
Planning Branch

Gary Mowat
Blackwoods Beverages
Winnipeg, MB

Delayne Rea
L. M. C. Reliance
Winnipeg, MB

Norm Rozek
Winpak Ltd.
Winnipeg, MB

Dave Shefford
Manitoba RAC
Thompson, MB

Jerry Spiegel
Manitoba Environment

Dave Thompson
Manitoba Environment

Duncan Wood
Packaging Ass. of Canada

MONTRÉAL NAPP WORKSHOP

Roger Baril
Hudon & Deaudelin Ltée

Leo Bernola
Fibracan
une compagnie d'Innopac

William Burns
Brasserie Molson/O'Keefe

Denis Blondeau
Les Marques FBI Ltee

Paul Carbray
Emballages Consumers Inc.

Phil Cataldo
La Corporation Polypack Ltee.

Bernard Côté
Canada Cup Inc.

Edgard Delvin
Fondation québécoise
en environnement

Michel Dubuc
Himont Canada

Andre Duchesne
Assoc. des Ind. forestieres du Quebec

Manon Dumais
l'Association Canadienne
des Producteurs de Pâtes et Papiers

Alain R. Dupuis
Produits d'Emballage
Ball Canada Inc.

Dean Dussault
Dussault Paquette et
Associe's (SPI) (EPIC)

Mark Frohlich
Les Plastiques Balcan Limitee

Pierre Gagne
Association des Embouteilleurs
d'eau du Quebec

Jean W. Gagnon
Corporation Plastalene Ltee.

Christiane Gélinas
Service des Travaux Publics
Ville de Montreal

Louis Girard
Association des Embouteilleurs de
Boissons Gazeuses du Québec

Louis P. Gouron
Les Plastiques Balcan Limitee

Gilles Guertin
Industries Lassonde Inc.

Gilles Henry
Cascades Inc.

Raymond Jobin
Association des Embouteilleurs
d'eau du Quebec

Léo Lacombe
Association des Consommateurs du Canada

Gaston Lafleur
Le Conseil Québécois du
Commerce de Détail

Barbara Lamb
RSMI

Alan Laramy
NATCD

Therese Larochelle
Coderr-03

Andre Latour
Association des Manufacturiers de
Produits Alimentaires du Quebec

Paul Latraverse
Les Produits Polychem Ltée

Robert Lauzon
Ministére de l'environnement du Québec

Robert Lauzon
Glopak Inc.

Gervais Leclerc
Environnement Canada

Louis-René Leduc
Provigo Distribution Inc.

Jean Claude Lefrançois
Sucre Lantic Ltee

Roland G. Léger
Steinberg Inc.

Lisanne Losier
Environnement Canada
Ottawa, Ontario

Pierre Marceau
Ministere Industrie
Commerce et Technologie

André Martel
Collecte Sélective Québec

Yolande Massé
Ville de LaSalle

Kathy Megyery
Provigo

Odette Mercier
Société des Industries
du Plastique du Canada

Mario J. Mignacca
Pétromont

Yvon Millette
Association des brasseurs du Québec

Gaétan Morin
Ministére de l'environnement du Québec

Pierre Morisette
Ville de Montréal

Sandra Nasturzia
Coopers & Lybrand
Toronto, Ontario

Joe Paparo
Fonds Québécois de récupération

Marcel Pedneault
Association des consomateurs du Québec

Mario Plourde
Plastiques Cascades Inc.

Jean-Guy Poulin
Le Conseil Québécois
du Commerce de Détail

Pierre Prévost
Union des Municipalités
du Québec

Luc Provost
Tetra Pak

Albert C. Séguin
Filpac Inc.

Jean-François Viau
Association de la Distribution
alimentaire du Quebec

Raymond Vles
PDA International

Germain Voyer
Produits de Plastique Copak Inc.

EDMONTON NAPP WORKSHOP

Allan J. Adolph
PAC Alberta Chairman
Pro-Western Plastics Ltd.

Jennifer Bocock
CAC & Unifarm

John Dechamplain
Alberta Association of
Municipal Districts & Counties

Pauline Erickson
Environment Canada

Zan Figol
City of Edmonton

Bill Forbes
Alberta Special Waste Services Association

Jean-Eve Graham
Alberta Environment

Dr. Cornelius Guenter
Edmonton Recycling Society

Iain Hart
General Fasteners Ltd.

Andy Hawirko
Dow Chemical Canada

Doug Hickman
MacLaren

Gerald Holgerson
Holgerson Dairies

Dave Hubert
Edmonton Recycling Society

Curtis James
Flair Packaging

Don Jenkins
Flair Packaging

Dave Jiles
MacMillan Bathurst Inc.

William Kay
Alberta Research Council

Paul Lacroix
Pro-Western Plastics Ltd.

Colleen Lawrence
ABC Packaging

Jennifer Lowen
Evnironmental Resource Centre

Kathryn Luger
Alberta Consumer and
Corporate Affairs

Dan Lutz
Agriculture Canada

Ron Nault
Polytainers Inc.

Roy Nixon
Environment Canada

Ron Pettitt
Alberta Agriculture

Tony Reuvers
Novacor Chemicals Ltd.

David Ryzebol
The Real Canadian Superstore

Dr. David Schroder
Alberta Agriculture

Allan Shaw
Borden Packaging and
Industrial Products - Canada

Linda Simpson
Weston Concord Manufacturing Ltd.

Jack Tackwood
GlenPak Canada

Bob Vasseur
Beaver Plastics Ltd.

Bryan Walton
Canadian Council of
Grocery Distributors

Tony Weall
SPI Canada

appendix f.

NATIONAL PACKAGING PROTOCOL

DRAFT ONE

INTRODUCTION

In April 1989, the then Canadian Council of Resource and Environment Ministers - now the Canadian Council of Ministers of the Environment (CCME) - stated:

> *"Waste management is an urgent and pressing national problem. Some jurisdictions are already running out of landfill sites, in part because Canada is one of the most wasteful nations. For this purpose Ministers have instructed the Waste Management Committee of CCREM to develop a packaging policy for Canada within a broad review of solid waste management opportunities including government purchasing and recycling policies. It was agreed that targets and schedules for waste minimization be established including a fifty percent (50%) reduction in waste generation by the year 2000."*

Canada is a country rich in natural and human resources. A country able to respond to an environmental imperative, and to provide international leadership through the better management of packaging. This document - **The National Packaging Protocol (NAPP)** - presents a recommended national packaging policy for Canada. It is the result of extensive work conducted by the National Task Force on Packaging, a multi-stakeholder group commissioned by the CCME to develop the policy.

The National Packaging Protocol includes key targets to be achieved, relevant background to the development of the Protocol, seven policy statements and the key actions and schedules required to realize each. Annexe A to the Protocol identifies members of the National Task Force on Packaging. Annexe B provides a recommended *Agenda For Action* to achieve policy objectives.

BACKGROUND

The per capita consumption of packaging in Canada amounts to an estimated one (1) tonne of packaging per family per year. Packaging performs a variety of valuable social uses including the prevention of spoilage, and the protection of safety and health. In the order of seventy (70) percent of the packaging used in Canada is managed through *disposal* - either to landfills or incinerators.

The disposal of packaging:

- represents a loss of natural resources;
- requires increasing financial expenditures to deal with materials not fully utilized;
- consumes valuable land, surface and ground water resources in order to establish disposal sites;
- creates various pollutants;
- threatens wildlife and causes aesthetic unsightliness when discarded as litter; and,
- leaves to our children a legacy of environmental degradation.

In May 1989, a National Task Force on Packaging was created to develop a national policy for the management of packaging.

Composed of stakeholder representatives from across the country, the Task Force was able to come to agreement in some areas, and in others points of departure were identified. There was not a clear agreement on the definition of *waste generation* to be used by the Task Force. Some participants understood the intention of the statement by the Ministers to mean packaging material when it enters the waste stream. Others, notably the member representing the Federation of Canadian Municipalities, understood the definition of *waste generation* to be packaging material at the point of production.

Another point of considerable departure concerned the consideration of certain recovery measures (notably incineration, Energy From Waste, and Resource Derived Fuel) as a means to achieve the Minister's overall reduction goal. After several heated discussions, a majority of the Task Force agreed that these recovery initiatives would not form part of the Protocol, and that the goal was to be achieved through reduction, reuse and recycling.

The Task Force agreed upon a set of guiding principles from which to develop a National Packaging Protocol. It was also agreed that the Protocol would focus on industrial, commercial and household packaging, and would be developed in consultation with key stakeholders from the federal, provincial/territorial and municipal governments, industry, environmental and consumer groups.

Since it first convened in June, 1989, the National Task Force on Packaging has:

- engaged consultants to prepare a technical data base on the management of packaging, and to assist the Task Force with the development of a national packaging policy; and,

- conducted a Canada - wide consultation program to involve stakeholders from across the country in the development of the policy, and to ensure regional input;

Concurrent with development of the Protocol, the Task Force commissioned detailed technical reports concerning:

- the use and application of packaging materials and products;

- technology options for the management of packaging;

- the economic implications of the packaging policy;

- the assessment of environmental impacts of packaging;

- review of existing and proposed packaging legislation, policies and programs in North America and Europe;

- consumer demand for environmentally improved packaging; and,

- recommendations for the detailed implementation of the policy.

The result of these activities is a recommended packaging policy for Canada: **The National Packaging Protocol.**

This document reflects the level of consensus achieved by members of the Task Force.

PROPOSED TARGETS

For discussion

By June 30, 1990:

> **MULTI-STAKEHOLDER GROUP TO BE ESTABLISHED TO OVERSEE IMPLEMENTATION AND MONITORING OF THE POLICY.**

By December 30, 1990:

> **CODE OF PREFERRED CANADIAN PACKAGING PRACTICES TO BE DEVELOPED.**

The following is a proposed schedule for achieving the overall goal:

By December 30, 1992:

> **PACKAGING SENT FOR DISPOSAL SHALL BE NO MORE THAN 90% OF THE AMOUNT SENT IN 1988 - TO BE ACHIEVED MAINLY THROUGH REDUCTION.***

By December 30, 2000:

> **PACKAGING SENT FOR DISPOSAL SHALL BE NO MORE THAN 50% OF THE AMOUNT SENT IN 1988.**
>
> **60% OF THIS DIVERSION SHALL BE ACHIEVED THROUGH NEW SOURCE REDUCTION.**
>
> **NEW REUSE METHODS AND RECYCLING PROGRAMS SHALL MAKE UP THE REMAINDER OF THE DIVERSION WITH PERCENTAGE GOALS TO BE REFINED ANNUALLY.**

With the following interim targets:

By December 30, 1994:

> **PACKAGING SENT FOR DISPOSAL SHALL BE NO MORE THAN 80% OF THE AMOUNT SENT IN 1988.**

By December 30, 1996:

> **PACKAGING SENT FOR DISPOSAL SHALL BE NO MORE THAN 70% OF THE AMOUNT SENT IN 1988.**

By December 1998:

PACKAGING SENT FOR DISPOSAL SHALL BE NO MORE THAN 60% OF THE AMOUNT SENT IN 1988.

* In some provinces, this initial target may be higher to correspond to provincial waste management goals.

It is incumbent upon those industry sectors unable to meet these requirements to provide adequate supporting documentation and alternate targets, *one year in advance of the prescribed deadline.*

Some members of the Task Force, notably representatives from the Canadian Environmental Law Association and the Canadian Environmental Network, considered these targets insufficient to ensure the timely achievement of national objectives.

A PACKAGING POLICY FOR CANADA

The following policy statements and necessary actions are recommended, allowing for variation according to regional needs and realities.

1. All packaging shall, to the greatest extent possible, have minimal adverse effects on the environment.

2. Priority will be given to the management of packaging through source reduction, reuse and recycling.

3. A continuing campaign of information and education will be undertaken to make all Canadians aware of the environmental impacts of packaging.

4. The policy will apply to all domestically used packaging.

5. Regulations will be implemented as necessary to effect compliance with this policy.

6. All government policies and practices affecting packaging will be consistent with this national policy.

7. A multi-stakeholder group will be established to advise the Canadian Council of Ministers of Environment with respect to this policy, and to annually review implementation progress.

The specific time frame of this policy is the 1990 to 2000 period. Objectives and actions will be reviewed and enhanced during and beyond this time frame to achieve the eventual goal that no packaging require disposal.

Policy #1 - All packaging shall, to the greatest extent possible, have minimal adverse effects on the environment.

The environmental impact of packaging extends beyond the effect of its disposal: quantity of waste is not the only issue. Resources and energy are consumed to produce and transport packaging. Consideration of these broader environmental consequences should be included in an assessment of the impact of packaging. This will be achieved through the preparation of environmental profiles for each type of package, to be followed by product re-design which minimizes adverse environmental impacts. The policy will stimulate research and development to introduce new packaging products which have minimal effect on the environment.

Actions:

- The Federal Government, in consultation with a multi-stakeholder group, will undertake the development of a model to assess the ecological profile of packaging, to include a data base allowing users to compare packaging choices.

- Industry will undertake environmental profiles of their packaging in accordance with federal government guidelines, to identify the environmental impacts generated through the production, use and waste management of packages.

- Based on profile outcomes, industry will prepare action plans and schedules to minimize environmental impacts and manage packaging through source reduction, re-use and recycling approaches.

- A multi-stakeholder mechanism will be established to:

  (a) identify research and development initiatives and priorities; and,

  (b) identify new business opportunities.

- Government will work with industry to identify and demonstrate new technologies to minimize the environmental impacts of packaging.

Policy #2 - Priority will be given to the management of packaging through source reduction, reuse and recycling.

In keeping with a policy which minimizes the environmental impacts of packaging, action will be taken to manage packaging following the hierarchy*(footnote) of source reduction, reuse and recycling.

Actions:

- A code of "Preferred Canadian Packaging Practices" will be developed by packaging manufacturers and users to guide industry in the design and management of packaging through source reduction, reuse and recycling. In addition to the completion by industry of an environmental profile of their packages, the code will include the identification of options to eliminate or reduce packaging, and will provide design criteria for reusable and recyclable packaging.

- National minimum content standards will be developed by the federal government, in consultation with a multi-stakeholder group, for the inclusion of secondary/post-consumer material in packaging, recognizing exemptions because of health, safety and other packaging product performance requirements.

- Provincial and municipal governments, together with appropriate industry, will develop as required to achieve the targets of the Protocol, the infrastructure of their choice to collect and market packaging materials for reuse and recycling.

- Industry/government partnerships will be formed to develop new and expanded markets for secondary packaging material.

*Footnote:

The representative of the Canadian Council of Grocery Distributors took exception to the placement of re-use above recycling in the stated hierarchy, in the event that reuse systems continue to be dependent on consumer deposits, and the mandatory collection and storage of returned refillable containers by retail outlets.

Policy #3 - A continuing campaign of information and education will be undertaken to make all Canadians aware of the environmental impacts of packaging.

Responsibility for the management of packaging is a shared one. Achievement of a meaningful reduction in the amount of packaging going to

disposal requires a significant change in consumer demand and behavior. The shifting of our society from one which consumes to one which conserves will require the combined resources of government, industry, consumer and special interest groups. Consumers need to be both encouraged and equipped to make informed purchasing choices.

Actions:

- Provincial governments will develop, with a multi-stakeholder group, education programs promoting conserver principles for use in schools.

- A national, consumer - targeted public education program will be undertaken to inform all Canadians of the environmental impacts of packaging and to encourage environmentally sound purchases. This program will be developed by a multi-stakeholder group and funded primarily by industry.

Policy #4 - The policy will apply to all domestically used packaging.

It is important that the policy be applied to all packaging, both domestic and imported. All packaging, once used in Canada, has the potential to be discarded here and to therefore require management, regardless of its country of origin. This national policy will ensure a "level playing field", preventing any packaging product from gaining a competitive advantage at the expense of the environment. Efforts must be undertaken to ensure the more effective monitoring of those border areas where population densities encourage the entry of non-complying products.

Actions:

- The federal and provincial governments will , with particular sensitivity to the needs of local industry wishing to preserve its competitiveness, establish standards and regulations consistent with the authorities to effect the application of this policy to all domestically used packaging.

- The federal government will act as a liaison with other countries to promote the policies contained within this Protocol in relation to international trade.

Policy #5 - Regulations will be implemented as necessary to effect compliance with this policy.

Many firms are already committed to and are actively addressing the environmental implications of the life cycles of their products. Many will willingly accept voluntary initiatives. However, monitoring the progress achieved through these initiatives may indicate a need for regulatory measures to ensure that the effects of the policy are felt equally, and that targets are met.

Actions:

- In accordance with jurisdictional authority, the federal and provincial governments will, with the participation of a multi-stakeholder group, develop draft regulations which are consistent and compatible across Canada, specifying performance requirements, targets, and deadlines for achievement consistent with this policy.

Policy #6 - All government policies and practices affecting packaging will be consistent with this national policy.

In the environmental and other public policy areas, existing and new government policies will be reviewed to ensure consistency with the national packaging policy. Health, safety, technical and other factors will need to be assessed in order to identify conflicts or barriers to the achievement of the objectives of the policy.

Actions:

- Government policies and practices which impede achievement of the objectives of the packaging policy will be identified and where possible removed or modified.

- Government policies and practices such as procurement, will be developed and implemented to support the achievement of these objectives.

Policy #7 - A multi-stakeholder group will be established to advise the Canadian Council of Ministers of Environment with respect to this policy, and to annually review implementation progress.

Monitoring is essential to determine effectiveness of this policy in contributing to the overall goal of reducing waste by fifty (50) percent. by the year 2000. Monitoring will be used as a basis for modifying the policy as necessary, and informing the public of progress.

Actions:

- A multi-stakeholder group will be established to adopt a plan of action and develop a detailed monitoring mechanism.

- This multi-stakeholder group will track progress, respond to stakeholder concerns, identify policy weaknesses, conduct an annual review; this group will prepare an annual report for the CCME, setting out modified plans and targets for the coming year(s).

FUNDING OF PROTOCOL INITIATIVES AND IMPLEMENTATION

The funding of the initiatives listed in this Protocol will be determined by the Canadian Council of Ministers of the Environment. A variety of options will be presented for their consideration, including:

- a fixed levee be applied to every tonne of waste sent for disposal, to be allocated to a multi-stakeholder group;

- voluntary industry contributions be solicited, based on annual gross sales or weight/volume of packaging produced.

These options, together with a detailed plan of action can be found in Annexe B.

appendix g.

NATIONAL PACKAGING PROTOCOL

Introduction

In April 1989, the then Canadian Council of Resource and Environment Ministers - now the Canadian Council of Ministers of the Environment (CCME) - stated:

> *"Waste management is an urgent and pressing national problem. Some jurisdictions are already running out of landfill sites, in part because Canada is one of the most wasteful nations. For this purpose Ministers have instructed the Waste Management Committee of CCREM to develop a packaging policy for Canada within a broad review of solid waste management opportunities including government purchasing and recycling policies. It was agreed that targets and schedules for waste minimization be established including a fifty percent (50%) reduction in waste generation by the year 2000."*

Canada is a country rich in natural and human resources. A country able to respond to an environmental imperative, and to provide international leadership through the better management of packaging. This document - **The National Packaging Protocol (NAPP)** - recommends six packaging policies for Canada. It is the result of extensive work conducted by the National Task Force on Packaging, a multi-stakeholder group commissioned by the CCME.

The National Packaging Protocol includes key targets to be achieved, relevant background to the development of the Protocol, six policy statements and the key actions and schedules required to realize each. In addition to this document are three annexes titled: Agenda for Action, Glossary of Terms, and Members of The National Task Force on Packaging.

Background

The per capita consumption of packaging in Canada amounts to an estimated one (1) tonne of packaging per family per year. Packaging performs a variety of valuable social uses including the prevention of spoilage, and the protection of safety and health. In the order of seventy (70) percent of the packaging used in Canada is managed through *disposal* - either to landfills or incinerators.

The disposal of packaging:

- represents a loss of natural resources;
- requires increasing financial expenditures to deal with materials not fully utilized;
- consumes valuable land in order to establish disposal sites;
- creates various pollutants which may impact on surface or groundwater resources and the atmosphere;
- threatens wildlife and causes aesthetic unsightliness when discarded as litter; and
- leaves to our children a legacy of environmental degradation.

In May 1989, a National Task Force on Packaging was created to develop national policies for the management of packaging. The Task Force, composed of stakeholder representatives from across the country, agreed on a set of guiding principles from which to develop a National Packaging Protocol. It was agreed the Protocol would focus on industrial, commercial and household packaging, and would be developed in consultation with key stakeholders from the federal, provincial/territorial and municipal governments, industry, environmental and consumer groups.

Finally, it was agreed that the Protocol would set out an integrated approach for the management of packaging that would include consideration of source reduction, reuse and recycling. Waste management options related to recovery such as energy from waste, refuse derived fuel and composting were to be considered only after the achievement of the CCME target through source reduction, reuse and recycling.

Since it first convened in June, 1989, the National Task Force on Packaging has:

- prepared a technical data base on the management of packaging; and,
- conducted a Canada - wide consultation program to involve stakeholders from across the country in the development of the policies and to ensure regional input.

Concurrent with development of the Protocol, the Task Force commissioned detailed technical reports concerning:

- the use and application of packaging materials and products;
- technology options for the management of packaging;
- the economic implications of the packaging policies;
- the assessment of environmental impacts of packaging;
- review of existing and proposed packaging legislation, policies and programs in North America and Europe;
- consumer demand for environmentally improved packaging;
- recommendations for the detailed implementation of the policies; and,
- a summary of all work undertaken.

The result of these activities are six recommended packaging policies for Canada. **The National Packaging Protocol.**

Packaging Policies for Canada

The following policies and actions are recommended. These policies have been developed to allow for regional variation according to specific needs and realities.

1

All packaging shall, to the greatest extent possible, have minimal adverse effects on the environment.

2

Priority will be given to the management of packaging through source reduction, reuse and recycling.

3

A continuing campaign of information and education will be undertaken to make all Canadians aware of the environmental impacts of packaging.

4

These policies will apply to all domestically used packaging.

5

Regulations will be implemented as necessary to effect compliance with these policies.

6

All government policies affecting packaging will be consistent with these policies.

The specific time frame of these policies is the 1990 to 2000 period. Objectives and actions will be reviewed and enhanced during and beyond this time frame to achieve the ***eventual goal that no packaging require disposal.***

Milestone Targets

For discussion

The following are proposed as minimum national targets for achieving the overall goal:

By December 30, 1992:*

PACKAGING SENT FOR DISPOSAL SHALL BE NO MORE THAN 90% OF THE AMOUNT SENT IN 1988 - TO BE ACHIEVED MAINLY THROUGH SOURCE REDUCTION.

December 30, 1994:

PACKAGING SENT FOR DISPOSAL SHALL BE NO MORE THAN 80% OF THE AMOUNT SENT IN 1988.

By December 30, 1996:

PACKAGING SENT FOR DISPOSAL SHALL BE NO MORE THAN 70% OF THE AMOUNT SENT IN 1988.

By December 30, 1998:

PACKAGING SENT FOR DISPOSAL SHALL BE NO MORE THAN 60% OF THE AMOUNT SENT IN 1988.

By December 30, 2000:

PACKAGING SENT FOR DISPOSAL SHALL BE NO MORE THAN 50% OF THE AMOUNT SENT IN 1988.

60% OF THIS DIVERSION SHALL BE ACHIEVED THROUGH NEW SOURCE REDUCTION.

NEW REUSE AND RECYCLING PROGRAMS SHALL MAKE UP THE REMAINDER OF THE DIVERSION WITH PERCENTAGE GOALS TO BE REVIEWED ANNUALLY.

These targets are set as overall national goals (in some provinces, the initial target may be higher to correspond to provincial waste management goals). Some task force members advocated more ambitious interim targets to ensure the achievement of national objectives.) Specific targets will be established for each industry sector (ie. glass, plastics etc.), in order to achieve these goals.

It is incumbent upon those industry sectors unable to meet these requirements to provide adequate supporting documentation and alternate targets, *one year in advance of the prescribed deadline.*

* reduction measured by weight.

Policy #1 - All packaging shall, to the greatest extent possible, have minimal adverse effects on the environment.

The environmental impact of packaging extends beyond the effect of its disposal; quantity of waste is not the only issue. Resources and energy are consumed to produce and transport packaging. Consideration of these broader environmental consequences should be included in an assessment of the impact of packaging. This will be achieved through the preparation of environmental profiles for each type of package, to be followed by product re-design which minimizes adverse environmental impacts. The policy will stimulate research and development to introduce new packaging products which have minimal effect on the environment.

Actions:

- The Federal Government, in consultation with a multi-stakeholder group, will undertake the development of methodologies and guidelines to be used in conducting environmental profiles of packaging; these will include information allowing users to compare packaging choices.
- Industry will undertake environmental profiles of their packaging in accordance with the above federal government guidelines, to identify the environmental impacts generated through the production, use and waste management of their packaging.
- Based on profile outcomes, industry will prepare action plans and schedules to minimize environmental impacts and manage packaging through source reduction, re-use and recycling approaches.
- A multi-stakeholder group will be established to:
  - (a) identify research and development initiatives and priorities, and,
  - (b) identify new business opportunities.
- Government will work with industry to identify and demonstrate new technologies to minimize the environmental impacts of packaging.

Policy #2 - Priority will be given to the management of packaging through source reduction, reuse and recycling.

In keeping with a policy which minimizes the environmental impacts of packaging, action will be taken to manage packaging following the hierarchy of source reduction, reuse and recycling.

Actions:

- A code of "Preferred Canadian Packaging Practices" will be developed in consultation with a multi-stakeholder group, by packaging manufacturers and users to guide industry in the design and management of packaging through source reduction, reuse and recycling. In addition to the completion by industry of an environmental profile of their packages, the code will include the identification of options to eliminate or reduce packaging, and will provide design criteria for reusable and recyclable packaging.
- National minimum content standards will be developed by the federal government, in consultation with a multi-stakeholder group, for the inclusion of secondary/post-consumer material in packaging, recognizing exemptions because of health, safety and other packaging product performance requirements.
- Provincial and municipal governments, together with appropriate industry, will develop the infrastructure of their choice to collect and market packaging materials for reuse and recycling, in order to achieve the targets of these national packaging policies.
- Industry/government partnerships will be formed to develop new and expanded markets for secondary packaging material.

Policy #3 - A continuing campaign of information and education will be undertaken to make all Canadians aware of the environmental impacts of packaging.

Responsibility for the management of packaging is a shared one. Achievement of these national packaging policy targets require the combined resources of government, industry, consumers and special interest groups. Education programs are necessary to both inform and motivate consumers to make appropriate purchasing choices, and to support the development of a conserver society.

Actions:

- Provincial governments will develop, with a multi-stakeholder group, education programs promoting conserver principles, for use in schools.
- A national, consumer - targeted public education program will be undertaken to inform all Canadians of the environmental impacts of packaging and to encourage environmentally sound purchasing practices. This program will be developed by a multi-stakeholder group and funded primarily by industry.

Policy #4 - These policies will apply to all domestically used packaging.

It is important that these national packaging policies be applied to all packaging, both domestic and imported. All packaging, once used in Canada, has the potential to be require management in this country, regardless of its country of origin. This national policy will ensure a "level playing field", preventing any packaging product from gaining a competitive advantage at the expense of the environment. Efforts must be undertaken to ensure effective monitoring of border markets against entry of non-complying products.

Actions:

- The federal and provincial governments will, with sensitivity to the needs of local industries, establish standards and regulations consistent with the authorities to effect the application of these policies to all domestically used packaging.

- The federal government will act as a liason with other countries to promote the policies contained within this Protocol in relation to international trade.

Policy #5 - Regulations will be implemented as necessary to effect compliance with these policies.

Many firms are already committed to and are actively addressing the environmental implications of the life cycles of their products. Many will undoubtedly accept voluntary initiatives. However, monitoring the progress achieved through these initiatives may indicate a need for regulatory measures to ensure that the effects of these policies are felt equally, and that targets are met.

Action:

- Federal and provincial governments, with the participation of a multi-stakeholder group, will develop draft regulations which are compatible across Canada, specifying performance requirements, targets, and deadlines for achievement consistent with this policy.

Policy #6 - All government policies and practices affecting packaging will be consistent with these policies.

In the environmental and other public policy areas, existing and new government policies will be reviewed to ensure consistency with the national packaging policies.

Health, safety, technical and other factors will need to be assessed in order to identify conflicts or barriers to the achievement of the objectives of the policies.

Actions:

- Government policies and practices which impede achievement of the objectives of these packaging policies will be identified and where possible removed or modified.

- Government policies and practices such as procurement, will be developed and implemented to support the achievement of these objectives.

Implementation

1. A multi-stakeholder group will be established to advise the Canadian Council of Ministers of Environment with respect to these policies, and to annually review implementation progress.

Monitoring is essential to determine effectiveness of this policy in contributing to the overall goal of reducing waste by fifty (50) percent by the year 2000. Monitoring will be used as a basis for modifying these policies as necessary, and informing the public of progress.

Actions:

- A multi-stakeholder group will be established to adopt a plan of action and develop a detailed monitoring mechanism.

- This multi-stakeholder group will track progress, respond to stakeholder concerns, identify policy weaknesses, conduct an annual review; this group will prepare an annual report for the CCME, setting out modified plans and targets for the coming year(s).

2. The funding of those initiatives to be co-ordinated by the multi-stakeholder group will be determined by the Canadian Council of Ministers of the Environment; other initiatives will be funded by the appropriate levels of government and industry.

Stakeholders will ensure those objectives for which they are responsible are met. Each will identify appropriate means for financing those responsibilities. The multi-stakeholder group will have joint responsibilities related to all stakeholders.

Actions:

A variety of funding options will be presented for consideration to the Canadian Council of Ministers of the Environment to be co-ordinated by the multi-stakeholder group, including:

- a fixed levee be applied to every tonne of waste sent for disposal;

- voluntary industry contributions be solicited, based on annual gross sales or weight/volume of packaging produced;

- federal/provincial funding according to the established CCME formula.

The second draft of the National Packaging Protocol was released for public review at a National workshop to be organized by the National Task Force on Packaging February 15, 1990 in Ottawa.

The protocol is the result of extensive consultation with industry, government, consumer and environmental groups, representatives from across Canada, and has been prepared by:

Mackenzie Resources
Resource Systems Management International
MWH & Associates
The Cooper & Lybrand Consulting Group
Recycling Development Corporation
Hills Research and Consulting Inc.
M. J. Ramsay & Associates Inc.

appendix h.

NATIONAL PACKAGING PROTOCOL

Introduction

In April 1989 the then Canadian Council of Resource and Environment Ministers (CCREM) - now the Canadian Council of Ministers of the Environment (CCME) - stated:

> *"Waste management is an urgent and pressing national problem. Some jurisdictions are already running out of landfill sites, in part because Canada is one of the most wasteful nations. For this purpose Ministers have instructed the Waste Management Committee of CCREM to develop a packaging policy for Canada within a broad review of solid waste management opportunities including government purchasing and recycling policies. It was agreed that targets and schedules for waste minimization be established including a fifty percent (50+) reduction in waste generation by the year 2000."*

Canada is a country rich in natural and human resources. A country able to respond to an environmental imperative, and to provide international leadership through the better management of packaging. This document - **The National Packaging Protocol (NAPP)** - recommends six packaging policies for Canada.

The National Packaging Protocol includes the targets to be achieved, relevant background to the development of the Protocol, six policies and the key actions and schedules required to realize each.

In this document a package is defined as "a material or item that is used to protect, contain, or transport a commodity or product. A package can also be a material or item that is physically attached to a product or its container for the purpose of marketing the product or communicating information about the product."

In this document *packaging* can refer to not only the package itself but also to its design, manufacture, use and post-use management.

Background

The per capita consumption of packaging in Canada amounts to an estimated one (1) tonne of packaging per family per year. Packaging performs a variety of valuable social uses including the prevention of spoilage, and the protection of safety and health. In the order of eighty (80) percent of the packaging used in Canada is managed through *disposal* - either to landfills or incinerators.

The disposal of packaging:

- represents a loss of natural resources;
- requires increasing financial expenditures to deal with materials not fully utilized;
- consumes valuable land, in order to establish disposal sites;
- creates various pollutants which may impact on surface or groundwater resources and the atmosphere;
- threatens wildlife and causes aesthetic unsightliness when discarded as litter, and,
- leaves to our children a legacy of environmental degradation.

In May 1989, the CCME commissioned a National Task Force on Packaging to develop national policies for the management of packaging. The Task Force, composed of stakeholder representatives from across the country, agreed on a set of guiding principles from which to develop a National Packaging Protocol. It was agreed the Protocol would focus on industrial, commercial and household packaging, and would be developed in consultation with key stakeholders from the federal, provincial/territorial and municipal governments, industry, environmental and consumer groups.

The Task Force focussed on the management of packaging through source reduction, reuse and recycling. It did not consider disposal options such as incineration. Also not included within the scope of this work, was the effect an intended disposal technique (eg: incineration or landfill) has on package design.

Since it first convened in June, 1989, the National Task Force on Packaging has:

- prepared a technical data base on the management of packaging; and,
- conducted a Canada - wide consultation program to involve stakeholders from across the country in the development of the policies, and to ensure regional input.

Concurrent with development of the Protocol, the Task Force commissioned technical reports entitled:

- The Technical Basis for the National Packaging Protocol: Summary Report;
- Household Consumers and Packaging;
- Packaging Application in Canada;
- Packaging Reduction, Reuse and Recycling Technology Options & Economics;
- Environmental Life Cycle of Packaging;
- Economic considerations in the development of the National Packaging Protocol;
- Legislative Initiatives Relating to Packaging and Implications for the National Packaging Protocol;
- Stakeholder Positions and Response to the Development of the National Packaging Protocol;
- Agenda for Action for the National Packaging Protocol.

The result of these activities are six recommended packaging policies for Canada - **The National Packaging Protocol.**

Packaging Policies for Canada

Policy #1 - All packaging shall have minimal effects on the environment.

The environmental impact of packaging extends beyond the effect of its disposal: quantity of waste is not the only issue. Resources and energy are consumed to produce and transport packaging. Consideration of broader environmental consequences should be included in an assessment of the impact of packaging.

This will be achieved through the preparation of environmental profiles for each type of package, to be followed by product re-design which minimizes adverse environmental impacts. The policy will stimulate research and the development of new packaging products which have minimal effects on the environment.

Actions:

- The federal government, in consultation with a multi-stakeholder group, will undertake the development of methodologies and guidelines to be used in conducting environmental profiles of packaging, allowing users to compare packaging choices.
- Industry will undertake environmental profiles of their packaging in accordance with the above federal government guidelines, to identify the environmental impacts generated through the manufacture, use and post-use management of their packaging.
- Based on profile outcomes, industry will prepare action plans and schedules to minimize environmental impacts and manage packaging through source reduction, re-use and recycling approaches.
- A multi-stakeholder group will be established to:
  (a) identify research and development initiatives and priorities; and,
  (b) identify new business opportunities.
- Government will work with industry to identify and demonstrate new technologies which minimize the environmental impacts of packaging.

Policy #2 - Priority will be given to the management of packaging through source reduction, reuse and recycling.

In keeping with a policy which minimizes the environmental impacts of packaging, action will be taken to manage packaging following the hierarchy of source reduction, reuse and recycling.

Actions:

- The federal government, in consultation with industry and the multi-stakeholder group, will establish a "Code of Preferred Canadian Packaging Practices" to guide industry in the design of products and the selection and design of packaging. In the development of the code, consideration shall be given to the following hierarchy:
  1) No packaging
  2) Minimal packaging
  3) Reusable packaging
  4) Recyclable packaging and packaging containing recyclable material
- National minimum content standards will be developed by the federal government, in consultation with the multi-stakeholder group, for the inclusion of secondary/post-consumer material in packaging, recognizing health, safety, packaging product performance requirements, and regional limitations.
- Provincial and municipal governments, together with appropriate industry, will develop the infrastructure of their choice to collect and market packaging materials for reuse and recycling in order to achieve the targets of these national packaging policies.
- Industry/government partnerships will be formed to develop new and expanded markets for recycled packaging material.

Policy #3 - A continuing campaign of information and education will be undertaken to make all Canadians aware of the function and environmental impacts of packaging.

Responsibility for the management of packaging is a shared one. Achievement of these national packaging policy targets require the combined resources of government, industry, consumer and special interest groups. Education programs are necessary to both inform and motivate purchasers to make appropriate choices, and to support the development of a conserver society.

Actions:

- Provincial governments will develop, with the multi-stakeholder group, education programs for use in schools.
- A national program will be developed by the multi-stakeholder group to inform all Canadians of the functions and environmental impacts of packaging, and to encourage environmentally sound purchasing practices.

Policy #4 - These policies will apply to all packaging used in Canada, including imports.

It is important that these national packaging policies be applied to all packaging, both domestic and imported. Regardless of its country of origin, all packaging used in Canada has the potential to require management in this country. This policy will ensure a "level playing field", preventing any packaging product from gaining a competitive advantage at the expense of the environment. Efforts must be undertaken to ensure effective monitoring of border markets against entry of non-complying products.

Actions:

- The federal, provincial and municipal governments will, with sensitivity to the needs of local industries, establish standards and regulations to apply these policies to all packaging used in Canada, including imports.
- The federal government will act as a liaison with other countries to promote the policies contained within this Protocol in relation to international trade.

Policy #5 - Regulations will be implemented as necessary to achieve compliance with these policies.

Monitoring the progress achieved through voluntary initiatives may indicate a need for regulatory measures, to ensure that the effects of these policies are felt equally, and that targets are met.

Action:

- Federal and provincial governments will, with the participation of the multi-stakeholder group, enact regulations which are compatible across Canada, which specify performance requirements, targets, and deadlines for achievement consistent with these policies.

Policy #6 - All government policies and practices affecting packaging will be consistent with these national policies.

In the environmental and other public policy areas, existing and new government policies will be reviewed to ensure consistency with these national packaging policies. Health, safety, technical and other factors will need to be assessed in order to identify conflicts or barriers to the achievement of the objectives of these policies.

Actions:

- Government policies and practices which impede achievement of the objectives of these packaging policies will be identified and where possible removed or modified.
- Government policies and practices such as procurement, will be developed and implemented to support the achievement of the objectives of these policies.

Milestone Targets

By December 31, 1990
All provinces must have in place a nationally coordinated data collection program to make possible the monitoring of the following targets.

By December 31, 1992
Packaging sent for disposal shall be no more than eighty (80) percent of the amount sent in 1988.

By December 31, 1996
Packaging sent for disposal shall be no more than sixty-five (65) percent of the amount sent in 1988.

By December 31, 2000
Packaging sent for disposal shall be no more than fifty (50) percent of the amount sent in 1988.

FIFTY PERCENT OF THESE DIVERSIONS SHALL BE ACHIEVED THROUGH NEW SOURCE REDUCTION AND NEW REUSE INITIATIVES. RECYCLING PROGRAMS SHALL MAKE UP THE REMAINDER OF THESE DIVERSIONS.

PERCENTAGE GOALS WILL BE REVIEWED ANNUALLY.

These targets are set as cumulative national goals. In some provinces, the initial target may be higher to correspond to provincial waste management goals. A regulatory framework must be in place to be implemented quickly in the event that targets are not met.

Specific targets will be established for industry sectors, in order to achieve these goals. It is incumbent upon those industry sectors unable to meet these requirements to provide adequate supporting documentation and alternate targets, one year in advance of the prescribed deadline.

Objectives and actions will be reviewed and enhanced during and beyond this time frame to achieve further diversion.

- Diversion targets to be measured by weight. Recycling programs include commercial, industrial, institutional and municipal initiatives.

Implementation

1. The Canadian Council of Ministers of the Environment will monitor the implementation and effectiveness of these policies.

Monitoring is essential to determine the effectiveness of these policies in contributing to the overall goal of reducing waste by fifty (50) percent by the year 2000.

Monitoring will provide a basis for modifying these policies as necessary, and informing the public of progress.

Action:

- A multi-stakeholder group will be established to adopt a plan of action, develop a monitoring mechanism, track progress, and prepare an annual report recommending plan modifications and target revisions.

2. The Canadian Council of Ministers of the Environment will determine the appropriate funding mechanism for the responsibilities of the multi-stakeholder group; other initiatives will be funded by appropriate governments and industry.

Stakeholders will ensure those objectives for which they are responsible are met. Each will identify appropriate means for financing those responsibilities. The multi-stakeholder group will have joint responsibilities related to all stakeholders.

Actions:

The Canadian Council of Ministers of the Environment should consider a variety of funding options for multi-stakeholder activities. Among these could be:

- charges for waste sent for disposal;
- industry contributions;
- federal and provincial funding.

Members of the National Task Force on Packaging

Canada's National Packaging Protocol is the result of extensive consultation with industry, government, consumer and environmental group representatives from across Canada. The members of the National Task Force on Packaging are:

Walter Bilawich
Government of the Yukon

Drew Blackwell
Federation of Canadian Municipalities

G.W. Brown
Newfoundland Environment

Tim Carter
Canadian Council of Grocery Distributors

Adam Chum
Ontario Ministry of the Environment

Larry Dourkin
Packaging Association of Canada

Dr. Fred Edgecombe
Chairman Emeritus
Society of Plastics Industry
Environmental Plastics in Canada

Don Flasnner
Saskatchewan Environment

Abe Finkelstein
Environment Canada

Richard Gilbert
Federation of Canadian Municipalities

David Hay (Chairman)
Environment Canada

Jay Jackson
Consumer & Corporate Affairs

Emery Paquin
Government of the NWT

Pat Kane
Alberta Environment

Shelagh Kerr
Grocery Products Manufacturers of Canada

Robert Lauzon
Environment Quebec

Lisanne Lower
Environment Canada

Ruth Lussier
Consumers Association of Canada

Mrs. A. McCaskill
External Affairs

James Parkhill
New Brunswick Environment

Dana Ryan
Nova Scotia Environment

Kara Symbolic
Canadian Environmental Network

Steve Shrybman
Canadian Environmental Law Association

Gerry Stewart
Prince Edward Island Environment

Jane Toner
Agriculture Canada

Dave Thompson
Manitoba Environment

Marjorie Brown Watts
British Columbia Environment

For more information, please contact:

Waste Management Branch
Conservation and Protection
Environment Canada
Ottawa, Ontario, Canada
K1A 0H3

Canadian Council of Ministers of the Environment Secretariat
4945 Dufferin Street
Downsview, Ontario, Canada
M3H 5T4

Consultants retained by the Task Force to assist in the development of the Protocol were:

MacLaren Engineers (Project Manager)

Resource Systems Management International

MWRA Associates

The Coopers & Lybrand Consulting Group

Recycling Development Corporation

VHB Research and Consulting Inc.

M.J. Ramsey + associates inc.

Printed on recycled paper

Canadian Council of Ministers of the Environment CCME Le Conseil canadien des ministres de l'environnement

PROTOCOLE NATIONAL

SUR L'EMBALLAGE

Introduction

En avril 1989, le Conseil canadien des ministres de l'Environnement (CCME) — sous son ancienne désignation de Conseil canadien des ministres des Ressources et de l'Environnement (CCMRE) — déclarait:

"La gestion des déchets est un problème national urgent et impérieux! Parce que le Canada est l'une des nations qui gaspillent le plus, certains gouvernements commencent à manquer de terrains pour l'enfouissement des déchets. À ces effet, les ministres ont demandé au Comité de gestion des déchets du CCMRE de mettre au point, dans le cadre d'une étude plus vaste sur les possibilités de gestion des déchets comprenant des politiques gouvernementales sur l'acquisition et le recyclage, une politique canadienne sur l'emballage. Les objectifs convenus prévoyaient une diminution des déchets et une réduction de cinquante pour cent (50%) de la production de déchets d'ici l'an 2000."

Le Canada est un pays riche en ressources naturelles et humaines. Un pays capable de répondre à des impératifs environnementaux et de fournir un exemple international en matière de gestion de l'emballage. Ce document — **le Protocole national sur l'emballage (PNE)** — recommande six politiques sur l'emballage pour l'ensemble du Canada.

Ce protocole détaille les objectifs cités, l'historique de sa mise au point, six énoncés de politique, les mesures principales et leurs délais respectifs de mise en application.

Dans ce document, un emballage est défini comme "un matériau ou un élément qui est utilisé pour protéger, conserver ou transporter un bien ou un produit. Un emballage peut aussi être un matériau ou un élément qui est physiquement attaché à un produit ou à son emballage à des fins de promotion du produit ou de transmission d'information au sujet du produit."

Dans ce document, le terme emballage ne fait pas référence uniquement à l'emballage comme tel, mais aussi à sa conception, sa fabrication, son utilisation et sa gestion après utilisation.

Historique

Selon les estimations, la quantité d'emballage utilisée par an au Canada s'élève en moyenne à une (1) tonne par famille. L'emballage joue un rôle important, il empêche la détérioration, il est sécuritaire et sanitaire. Environ quatre-vingt pour cent (80%) de l'emballage utilisé au Canada est *éliminé* — soit dans des lieux d'enfouissement, soit dans des incinérateurs.

L'élimination des emballages:

- constitue une perte des richesses naturelles,
- exige un surcroît de dépenses consacrées aux matériaux qui n'ont pas été complètement utilisés;
- occupe des terrains de valeur servant de lieux d'enfouissement;
- crée divers agents polluants ayant un effet sur les eaux de surface, les nappes phréatiques et l'atmosphère;
- menace la faune et défigure le paysage lorsque jetés dans la nature; et,
- laisse à nos enfants un environnement détérioré.

Mai 1989 a vu la création, par le CCME, d'un groupe de travail national sur l'emballage chargé de mettre au point des politiques nationales de gestion de l'emballage. Ce groupe de travail, composé de groupes d'intérêts représentatifs provenant de tous les coins du pays, a convenu d'un ensemble de principes directeurs devant servir à l'élaboration d'un Protocole national sur l'emballage. Il a été convenu que le protocole serait axé sur l'emballage industriel, commercial et domestique et serait le résultat de concertations entre les principaux groupes d'intérêt provenant des gouvernements fédéral, provinciaux/territoriaux et municipaux, de l'industrie, des groupes environnementaux et de consommateurs.

Le groupe de travail a concentré ses efforts sur la **gestion des emballages par la réduction à la source**, le réemploi et le recyclage. Il n'a pas tenu compte des modes d'élimination comme l'incinération. Il n'a pas non plus considéré la prise en compte des techniques d'élimination (incinération, enfouissement) lors de la conception de l'emballage.

Depuis sa première réunion en juin 1989, le groupe de travail national sur l'emballage a:

- préparé une base de données techniques sur la gestion de l'emballage; et,
- entrepris un programme de consultation à l'échelle du Canada afin d'impliquer les groupes concernés à la mise au point de ces politiques et afin d'assurer la participation régionale.

Dans le cadre de la mise au point du protocole, le groupe de travail a requis la production des rapports suivants:

- Les bases techniques du Protocole national sur l'emballage: rapport sommaire;
- La consommation domestique et l'emballage;
- L'utilisation d'emballages au Canada;
- Technologies de réduction à la source, de réemploi et de recyclage des emballages: options et aspects économiques;
- Cycle de vie environnemental de l'emballage;
- Considérations économiques de mise en place d'un Protocole national sur l'emballage;
- Évaluations des actions législatives reliées à l'emballage dans l'élaboration du Protocole national sur l'emballage;
- Positions et commentaires des groupes d'intérêts concernés lors de la préparation du Protocole national sur l'emballage; et
- Plan d'action du Protocole national sur l'emballage.

Le résultat de ces activités est un ensemble de six propositions de politiques sur l'emballage au Canada le **Protocole national sur l'emballage**.

Politiques sur l'emballage au Canada

Politique n° 1 – Tout emballage aura un minimum d'effets sur l'environnement.

L'impact de l'emballage sur l'environnement va plus loin que les effets de son élimination: la quantité de déchets n'est pas la seule question. La production et le transport de l'emballage consomment des ressources et de l'énergie. Il faudra donc inclure les conséquences plus vastes sur l'environnement dans l'évaluation d'impact.

On y parviendra en préparant des profils environnementaux pour chaque type d'emballage, qui devront être suivis par la conception d'un produit nouveau dont les effets négatifs sur l'environnement seront moindres. La politique stimulera la recherche et le développement de nouveaux produits d'emballage ayant un effet minimal sur l'environnement.

Mesures:

- Le gouvernement fédéral, en consultation avec un groupe multi-partie, entreprendra la mise au point de méthodes et de lignes directrices à utiliser pour établir les profils environnementaux de l'emballage, permettant aux usagers d'établir des comparaisons en matière de choix d'emballage.

- L'industrie devra réaliser des profils environnementaux de leurs emballages conformément aux lignes directrices du gouvernement fédéral susmentionnées, afin d'identifier les impacts environnementaux de la production, de l'emploi et de l'élimination de leurs emballages.

- En fonction des conclusions de ces profils, l'industrie préparera des plans d'action et des programmes en vue de réduire les impacts sur l'environnement et de gérer leurs emballages par le biais de la réduction à la source, du réemploi et du recyclage.

- Un groupe multi-partie sera établi en vue:

  (a) d'identifier les initiatives et priorités de recherche et de développement; et,

  (b) de trouver de nouveaux débouchés commerciaux.

- Le gouvernement travaillera en collaboration avec l'industrie afin d'identifier et de démontrer les nouvelles technologies permettant de réduire les impacts de l'emballage sur l'environnement.

Politique n° 2 – La gestion de l'emballage se fera en priorité par le biais de la réduction à la source, du réemploi et du recyclage.

Pour rester dans la ligne d'une politique qui vise à réduire les impacts de l'emballage sur l'environnement, les mesures de gestion des emballages respecteront dans l'ordre la réduction à la source, le réemploi et le recyclage.

Mesures:

- Le gouvernement fédéral en consultation avec l'industrie et le groupe multi-partie, mettra en place un "Code de pratiques préférentielles de l'emballage au Canada" qui servira de guide à l'industrie pour la conception de produits et le choix et la conception d'emballages. Lors de la mise au point de ce code, on devra respecter la priorité suivante:

  1) Aucun emballage
  2) Emballage minimal
  3) Emballage réutilisable
  4) Emballage recyclable et emballage contenant des matières recyclables

- Le gouvernement fédéral, en consultation avec un groupe multi-partie mettra au point des normes nationales de contenu minimal prévoyant l'inclusion dans les emballages de ressources secondaires provenant des déchets de consommation. Ces normes tiendront compte des critères de santé, sécurité et protection du produit, et des particularités régionales.

- Afin de répondre aux objectifs des politiques nationales sur l'emballage, les gouvernements provinciaux et municipaux, en collaboration avec les industries concernées, mettront en place l'infrastructure de leur choix en vue de collecter et de commercialiser les matériaux d'emballage destinés au réemploi et au recyclage.

- L'industrie et le gouvernement s'associeront pour développer des marchés nouveaux et plus larges consacrés aux matériaux d'emballage recyclés.

Politique n° 3 – Une campagne permanente d'information et d'éducation sera mise sur pied afin de faire connaître à tous les canadiens les fonctions des emballages et leurs impacts sur l'environnement.

La responsabilité de gestion des emballages doit être partagée. La réalisation des objectifs de ces politiques nationales sur l'emballage exige les ressources combinées du gouvernement, de l'industrie, du consommateur et des groupes d'intérêt particuliers. Les programmes d'éducation sont nécessaires pour, d'une part, informer et motiver les consommateurs afin qu'ils puissent poser les choix d'achat appropriés et, d'autre part, encourager la venue d'une société axée sur la conservation.

Mesures:

- Les gouvernements provinciaux mettront au point, avec l'aide d'un groupe multi-partie, des programmes scolaires d'éducation.

- Un programme national sera préparé par le groupe multi-partie, pour informer tous les canadiens des fonctions des emballages et de leurs impacts sur l'environnement, et pour encourager des pratiques d'achat environnementales.

Politique n° 4 – Ces politiques s'appliqueront à tous les emballages utilisés au Canada, incluant les importations.

Il est important que ces politiques nationales sur l'emballage soient appliquées à tous les types d'emballages, qu'ils soient canadiens ou importés. Tout emballage, une fois utilisé au Canada, devra être géré au pays, quelle que soit son origine. Cette politique nationale permettra l'instauration d'une "situation équitable" interdisant tout avantage compétitif indu au détriment de l'environnement. Il faudra prévoir des méthodes de contrôle aux frontières pour empêcher l'entrée de produits non-conformes.

Mesures:

- Tout en restant sensibles aux besoins des industries locales, les gouvernements fédéral et provinciaux établiront des normes et règlements afin que ces politiques régissent tous les emballages utilisés au Canada, y compris les importations.

- Dans le cadre du commerce international, le gouvernement fédéral remplira le rôle d'agent de liaison avec les autres pays en vue de promouvoir les politiques stipulées par ce protocole.

Politique n° 5 – En conformité avec ces politiques, des règlements seront mis en application selon leur nécessité.

La surveillance continue des progrès accomplis grâce aux actions volontaires pourra indiquer la nécessité de mesures réglementaires pour assurer l'équité des politiques et la réalisation des objectifs.

Mesure:

- Avec l'aide du groupe multi-partie, les gouvernements fédéral et provinciaux adopteront des règlements compatibles à la grandeur du Canada et précisant les normes de rendement, les objectifs et les délais de réalisation en fonction de ces politiques.

Politique n° 6 – Toutes les politiques et pratiques gouvernementales affectant l'emballage devront être conformes à ces politiques nationales.

Dans les domaines de l'environnement et des autres politiques publiques, il faudra procéder à l'examen des politiques gouvernementales en place, ainsi qu'à celui des politiques nouvelles proposées, afin d'assurer qu'elles sont conformes à ces politiques nationales sur l'emballage. Il faudra également évaluer les facteurs sanitaires, sécuritaires, techniques et autres afin d'identifier les conflits ou obstacles pouvant freiner la réalisation des objectifs de ces politiques.

Mesures:

- Les pratiques et politiques gouvernementales qui freinent la réalisation des objectifs de ces politiques sur l'emballage seront identifiées et, dans la mesure du possible, éliminées ou modifiées.

- Des politiques et pratiques gouvernementales telles que les politiques d'achat seront élaborées et mises en place pour encourager la réalisation de ces objectifs.

Étapes prévues

Avant le 31 décembre 1990:
Toutes les provinces devront avoir mis en place un programme de collecte de données coordonné nationalement afin de permettre la surveillance continue des objectifs suivants.

Avant le 31 décembre 1992:
La quantité d'emballage envoyée à l'élimination ne pourra être supérieure à 80% de ce qui a été envoyé en 1988.

Avant le 31 décembre 1996:
La quantité d'emballage envoyée à l'élimination ne pourra être supérieure à 65% de ce qui a été envoyé en 1988.

Avant le 31 décembre 2000:
La quantité d'emballage envoyée à l'élimination ne pourra être supérieure à 50% de ce qui a été envoyé en 1988.

- CINQUANTE (50) POUR CENT DE CE DÉTOURNEMENT SERA RÉALISÉ PAR LE BIAIS DE NOUVELLES RÉDUCTIONS À LA SOURCE ET DE NOUVELLES RÉUTILISATIONS. LES PROGRAMMES DE RÉCUPÉRATION-RECYCLAGE DEVRONT PERMETTRE LE RESTE DE CE DÉTOURNEMENT.

LES OBJECTIFS CHIFFRÉS SERONT REVUS ANNUELLEMENT.

Ces objectifs sont à l'échelle nationale. Dans certaines provinces, les objectifs initiaux peuvent être plus élevés afin de correspondre aux objectifs provinciaux de gestion des déchets. Un cadre réglementaire devra être mis en place rapidement dans l'éventualité où ces objectifs ne seraient pas atteints.

Des objectifs spécifiques seront établis pour les secteurs industriels afin d'atteindre ces objectifs. Les secteurs industriels incapables de répondre à ces contraintes devront fournir une documentation adéquate ainsi que les objectifs qu'ils se proposent d'atteindre, un an avant les délais prescrits.

Les objectifs et les actions seront révisés et améliorés pendant et après cet échéancier afin d'atteindre une plus grande réduction.

- Les objectifs de détournement sont mesurés en poids. Les programmes de récupération-recyclage incluent les secteurs municipaux, commerciaux, industriels et institutionnels.

Mise en application

1. Le Conseil canadien des ministres de l'Environnement surveillera de façon continue la mise en place et les résultats de ces politiques.

Pour parvenir au but final de réduction de cinquante pour cent (50%) des déchets d'ici l'an 2000, il faudra établir un système de surveillance continue qui permettra de modifier ces politiques en fonction des besoins et d'informer le public des progrès réalisés.

Mesure:

- Un groupe multi-partie sera mis en place pour adopter un plan d'action, développer un mécanisme de surveillance continue, contrôler les progrès et recommander dans un rapport annuel les changements nécessaires au plan d'action et les révision d'objectifs.

2. Le Conseil canadien des ministres de l'Environnement déterminera le mécanisme approprié de financement des responsabilités du groupe multi-partie; toute autre initiative sera financée, selon le cas, par les gouvernements ou l'industrie.

Les groupes intéressés s'assureront que les objectifs sous leur responsabilité, seront réalisés. Chacun déterminera les moyens appropriés pour financer ces responsabilités. Le groupe multi-partie sera responsable conjointement avec tous les groupes intéressés.

Mesures:

Le Conseil canadien des ministres de l'Environnement devra examiner diverses options de financement pour les activités du groupe multi-partie, dont, entre autres:

- droits sur les déchets à éliminer;
- contributions de l'industrie; et
- financement fédéral et provincial.

Membres du groupe de travail national sur l'emballage

Le Protocole national sur l'emballage canadien est le fruit d'une large consultation menée auprès de représentants de l'industrie, du gouvernement et des groupes environnementaux et de consommateurs à la grandeur du Canada. Les membres du groupe de travail national sur l'emballage sont:

Walter Bilowich
Gouvernement du Yukon

Drew Blackwell
Fédération canadienne des municipalités

G.W. Brown
Terre-Neuve Environnement

Tim Carter
Conseil canadien de la distribution alimentaire

Adam Cichini
Ministère de l'Environnement de l'Ontario

Larry Dworkin
Association canadienne de l'emballage

Dr. Fred Edgecombe/Charmian Entino
Société des industries du plastique
Institut des plastiques et de l'environnement du Canada

Don Elsasser
Environnement Saskatchewan

Abe Finkelstein
Environnement Canada

Richard Gilbert
Fédération canadienne des municipalités

David Hay (président)
Environnement Canada

Jay Jackson
Consommation et Corporation Canada

Emery Paquin
Gouvernement des Territoires du Nord-Ouest

Pat Kane
Environnement Alberta

Shelagh Kerr
Fabricants canadiens de produits d'épicerie

Robert Lauzon
Ministère de l'Environnement du Québec

Lisanne Lozier
Environnement Canada

Ruth Loukar
Association des consommateurs du Canada

Mrs. A. McCaskill
Affaires extérieures

Janet Parkhill
Environnement Nouveau-Brunswick

Dana Ryan
Environnement Nouvelle-Écosse

Kara Symbolic
"Canadian Environmental Network"

Steve Shrybman
"Canadian Environmental Law Association"

Garry Stewart
Environnement Île du Prince Édouard

Jane Tozer
Agriculture Canada

Dave Thompson
Environnement Manitoba

Ron Dredger
Environnement Colombie Britannique

Pour plus d'information, veuillez contacter:

Direction de la gestion des déchets
Conservation et Protection
Environnement Canada
Ottawa, Ontario, Canada
K1A 0H3

Secrétariat du Conseil canadien des ministres de l'Environnement
4905 Dufferin Street
Downsview, Ontario, Canada
M3H 5T4

Les consultants engagés par le groupe de travail pour l'assister dans la préparation du protocole furent:

MacLaren Engineers (gestion du projet)
Resource Systems Management International
MWR & Associates
The Coopers & Lybrand Consulting Group
Recycling Development Corporation
VHB Research and Consulting Inc.
M. J. Ramsey + associates inc.

Le Conseil canadien des ministres de l'Environnement a approuvé le Protocole national sur l'emballage lors de leur rencontre le 20 mars 1990 à Vancouver (Canada).

CCME

Canadian Council of Ministers of the Environment / Le Conseil canadien des ministres de l'environnement

Numéro de publication: CCME-TS/WM-FS 021
Numéro ISBN: 0-919 074 32-0

Imprimé sur papier recyclé